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# **UKIAH VALLEY GENERAL PLAN**

**ADOPTED ON DECEMBER 6, 1995  
COUNCIL RESOLUTION NO. 96-30**

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# I. PREFACE

THE GENERAL PLAN for the City of Ukiah and the Ukiah Valley is dedicated to the memory of Stan Hildreth. Stan's love of the Ukiah Valley is well known to the many whose lives he touched. His long hours of public service, self-sacrifice, and good deeds are manifest in many of the aspects of the Valley that today's and tomorrow's families know and will come to know.

As a member of the Open Space and Conservation Citizen Advisory Committee and a regular attendee and participant at the meetings of the Growth Management Steering Committee, Stan's knowledge, experience, and sage counsel are represented throughout the General Plan. It is a fitting tribute to a man those who knew will sorely miss.

**The Growth Management Steering Committee**, October 10, 1994

## 1 CITY'S PREFACE

**T**HE GENERAL PLAN for the City of Ukiah and the Ukiah Valley is an effort born of community energy and desire. It represents a commitment by the Ukiah City Council and the Mendocino County Board of Supervisors to prepare a comprehensive and long range planning tool that represents the foresight of the people who live and work in the Valley. More than a mere City General Plan, this document provides policy programs that are proposed to be used in coordination with the City and County.

The General Plan's foundation came from community meetings in the Fall, 1990, attended by hundreds of people representing all aspects of life in the Ukiah Valley. From these meetings, individuals came to consensus and commitment that this is indeed a fine place to live and work, and that efforts are needed to maintain and enhance those qualities that make the City of Ukiah and the Ukiah Valley a quality place to live. These beliefs are expressed in the "General Plan Vision Statement" upon which the entire General Plan is built.

The many members of the volunteer Citizen Advisory Committees and the Growth Management Steering Committee have proven that the people most affected by a General Plan are those best suited to write the concepts that will go into that Plan.

The fourteen Citizen Advisory Committees each worked on a different General Plan element — and one committee worked on two elements. More than one hundred and fifty people participated in the efforts to bring the Vision Statement into policy programs that can be carried out day-in and day-out. These committees worked for nearly a year in developing overall goals and policies to be incorporated into the General Plan. Their concepts and beliefs have generally been held throughout the General Plan process.

The effort of bringing all parties in the community together rested with the nearly forty members of the Growth Management Steering Committee. This Committee has developed a Plan that is realistic and is a document that can be proudly presented to the community.

While the General Plan is before the Planning Commission and City Council there are going to be new suggestions, recommendations, alternatives, disagreements, and possibly controversy . . . that's an essential part of community planning and the democratic process. The General Plan represents the work of nearly 200 people between the Citizen Advisory Committees and the Growth Management Steering Committee. Each volunteer was drawn from a broad cross-section of the *entire* community — both in the City and in the Valley. Most important the General Plan is tempered by California law, decisions in the court system, and the "big picture."

This City should be proud of the overall efforts of the Growth Management Steering Committee and the "big picture" it has created. The Steering Committee has met the commitment of the hundreds of participants in the Visioning Process by providing a constitution for development and a blueprint for the future. The General Plan ultimately adopted by the Council varies little from the efforts of the citizen volunteers.

The Planning Commission invested many meetings fine tuning the General Plan into a tool that provides them with firm direction and effective management tools for project review. The Commission worked with the recommendations of the Growth Management Steering Committee and considered many

other issues in reviewing the Plan. The Planning Commission provided the polish necessary to send a truly citizen-driven, citizen-supported document to the City Council.

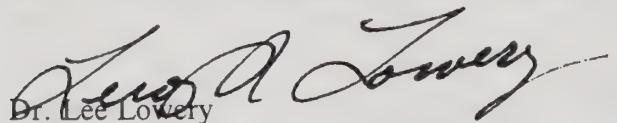
The City Council invested its time in more public sessions to review and consider the recommendations and input of the Growth Management Steering Committee, the Commission, and the public at the hearings. The final General Plan represents a collaborative effort of citizen planning and policy development. The future vision of Ukiah is achievable with this level of commitment.

## **2 COMMENTS FROM THE CHAIR OF THE GROWTH MANAGEMENT STEERING COMMITTEE**

**T**HE GROWTH MANAGEMENT STEERING COMMITTEE completed an arduous, yet rewarding task of developing a comprehensive General Plan for the Ukiah Valley, and, as the Chairman for the past two years, I want to extend my personal thanks to each and every member for their dedication, commitment, hard work, and personal sacrifice over these past four years. I sincerely believe that we crafted a meaningful and reasonable guide for the growth, protection, and use of the Valley, and I feel certain that the residents and visitors to our community will be well served by its "vision" for many years to come. Clearly, our General Plan is a result of much dialogue, debate, and discourse, as well as an underlying spirit of compromise and cooperation, and I am hopeful that the Committee is proud, as I am, of the finished product.

In my mind, the late Stan Hildreth symbolizes the Committee's efforts, which were honest, straightforward, laden with integrity, and extended in an unselfish manner for the overall betterment of the Valley and the community. As you recall, Stan attended many, many meetings before his passing, and, along the way, provided the Committee with support, insight, and a patient and friendly voice of reason. I will miss Stan, as I'm sure you will too, and I would like to dedicate our new General Plan to his memory and to his family, all of which hold the people, cultures, and environment of the Valley in the highest regard.

Last, I would also like to extend a personal thanks and note of appreciation to our support staff of Bob Sawyer, Eric Toll, Pam Townsend, and especially Kari Revheim. It would seem to me that we were in competent hands throughout the process, and, without Kari's organizational skills and hard work, I doubt that we could have remained on such a straight and steady course.



Dr. Lee Lowery  
Chair, Growth Management Steering Committee  
October 10, 1994

## **3 THE PLANNING COMMISSION'S PREFACE**

**T**he City Planning Commission spent five months, thirteen special meetings, and nearly fifty hours discussing, deliberating, and revising the Draft Ukiah Valley General Plan. This exercise was sometimes contentious, sometimes tedious, sometimes frustrating, and always challenging. But overall, the Commission feels that it was a wholly worthwhile and meaningful effort, and that the entire Ukiah Valley will be a better place to live, work, and recreate as the vision of the Plan unfolds, and its implementation measures become reality.

The Planning Commission worked hard on the draft Plan, but, in the end, the Plan was left basically and functionally intact from the Growth Management Steering Committee's final version. many changes were made, but they may be best characterized as refinements of pre-existing goals, policies, and implementation measures, rather than wholesale modifications to the themes and precepts presented in the text, and formulated over nearly four years by so many citizens and committees. The document was, and remains, truly representative of the citizens of this Valley, and the Planning Commission's actions represented the citizen-drive nature of the process.

While the document was not changed in an grand or profound way as a result of the Commission's involvement, it would nevertheless be misleading and inaccurate to deduce that the Commission was in full harmony on various issues, or that individual Commissioners did not have viewpoints that substantially deviated from the Steering Committee's recommendations. Indeed, differences of opinion were expressed in regards to such important and recurring matters as private property rights, growth boundaries, design review, historical review, environmental considerations, fiscal considerations, and generally, the Plan's relationship to the community's needs.

In the final analysis, however, the Planning Commission takes pride in the final product, and is pleased to have been a part of the review process. We are anxious to see the document adopted so that we can set about working on the many ordinances and guidelines associated with the implementation measures.

Estok Menton  
Chair, City of Ukiah Planning Commission  
April 12, 1995

## 4 THE CITY COUNCIL'S PREFACE

**O**N BEHALF OF THE UKIAH CITY COUNCIL, I would like to express our sincere appreciation to all the citizens who participated in crafting the new Ukiah Valley General Plan, with a special note of thanks to the members of the Growth Management Steering Committee (GMSC) for their extreme dedication, perseverance, and hard work. The process took over four years to complete, and it is well recognized by a grateful Council how much personal sacrifice by each GMSC member is reflected in the final document. The Council is also mindful and appreciative of the valuable input provided by countless other citizens who participated in the process and contributed constructive ideas at public workshops, GMSC meetings, and Commission and Council hearings.

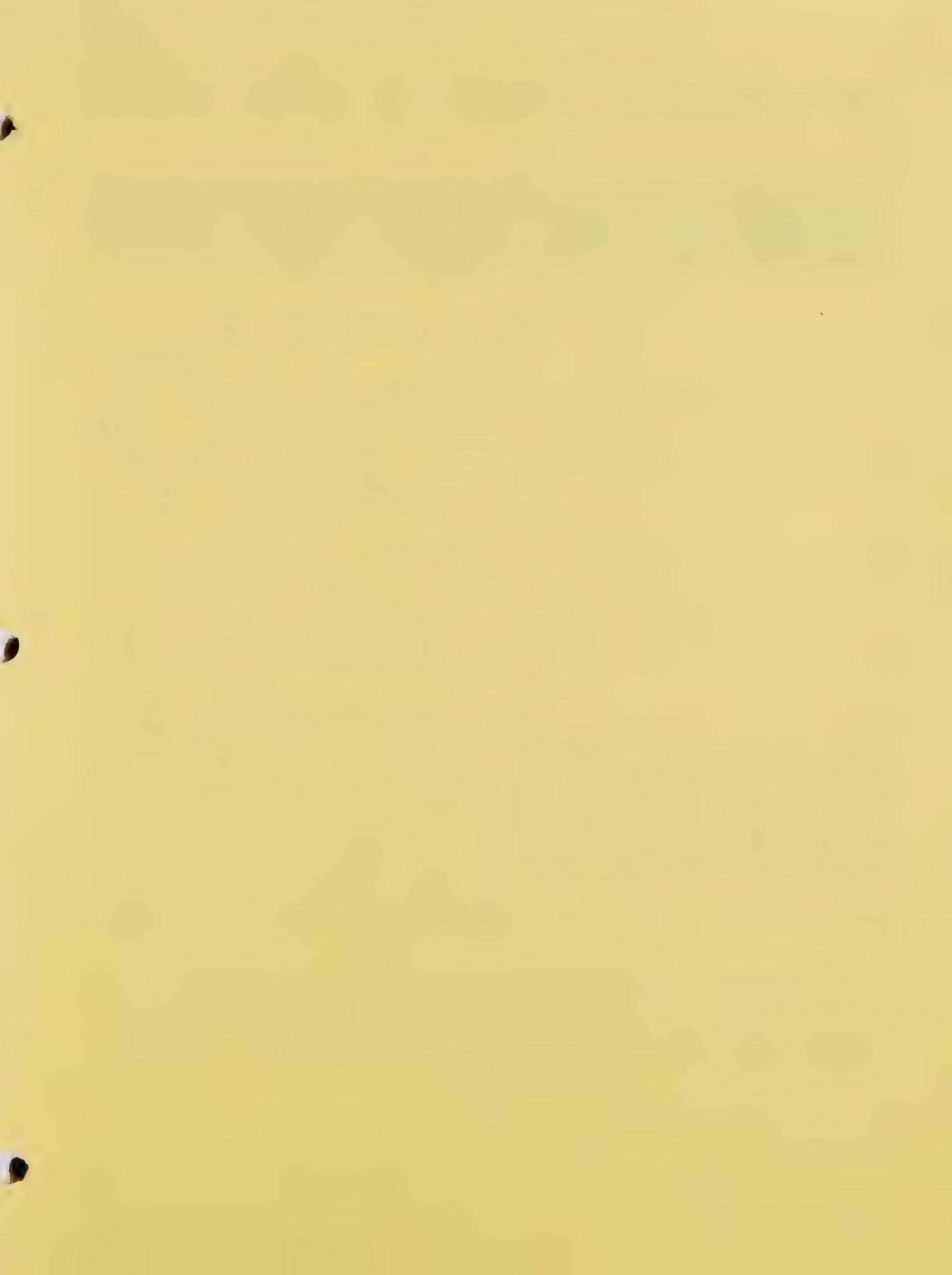
After receiving the revised document from the Planning Commission, the City Council conducted eight special public hearings and deliberated the Plan over a two month period. The Council made numerous revisions along the way to virtually all of the Plan's 14 Elements, but essentially left intact the programs and policies which best seemed to represent the community's long-term needs and goals. Even though the Council exercised its discretion and dismissed certain programs, policies, and measures, especially due to fiscal constraints and realities, we nonetheless remain confident that the principal themes and visions contained in the Plan were respected and accepted for the most part.

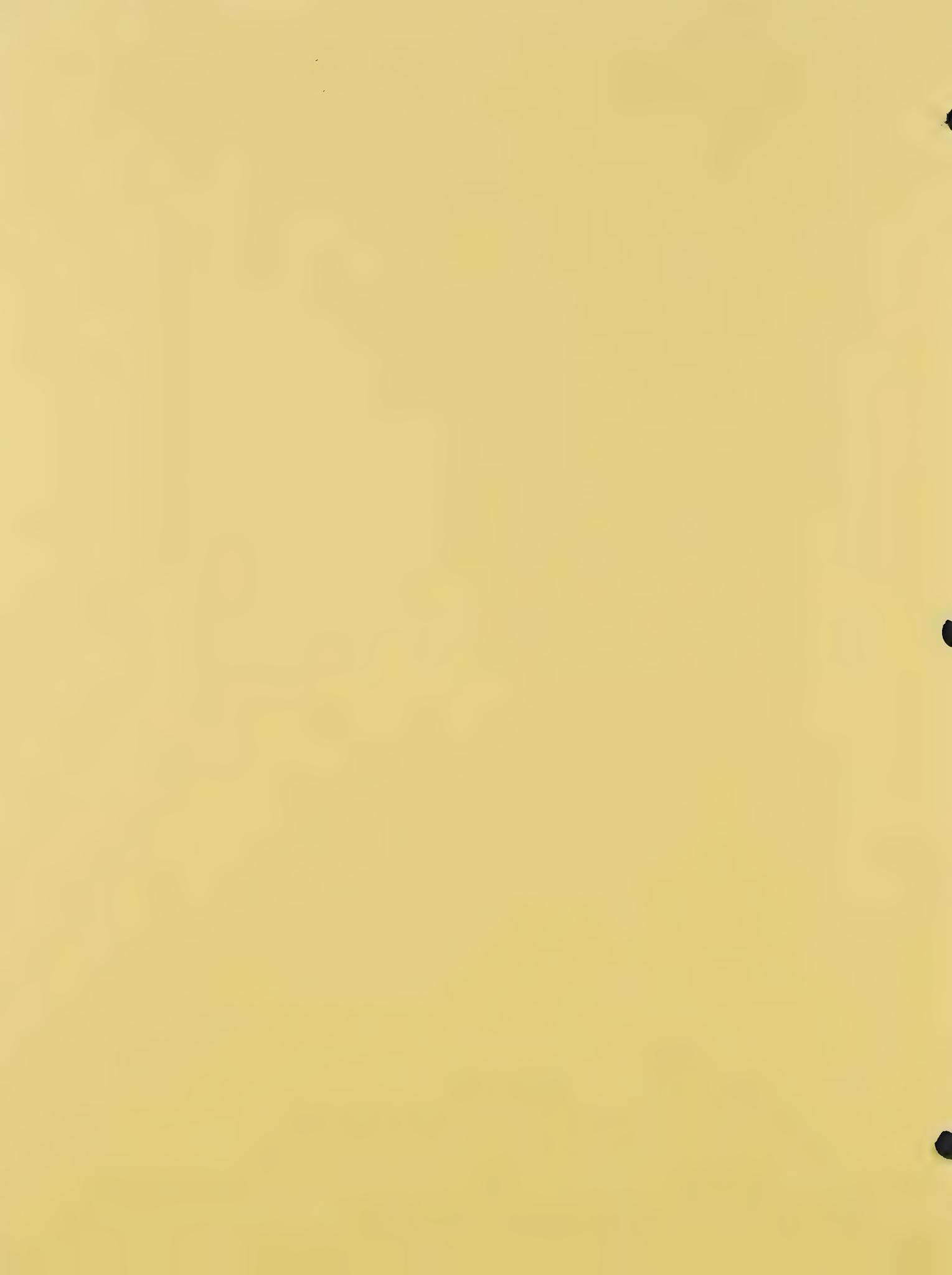
We therefore believe that the 1995 Ukiah Valley General Plan will provide the guidance and vision needed for the orderly growth and development of the City and the Valley. Moreover, we believe that the Plan's comprehensive and farsighted nature will provide such guidance and vision well into the twenty-first century.

Honorable Fred Schneiter  
Mayor, City of Ukiah  
September 7, 1995









## II. INTRODUCTION

### 1 WHAT IS A GENERAL PLAN?

**C**ALIFORNIA LAW REQUIRES each City and County to adopt a comprehensive and long-term General Plan to define how the area will develop over the next twenty years. The General Plan has been referred to as the “constitution” or “blueprint” for development. It provides the long-term and comprehensive policy program for all aspects of development, growth, and use in the Ukiah Valley. The City of Ukiah and its location in Mendocino County are shown in Figure II.1-A on page 2.

The law requires that a General Plan address seven broad topics called *elements*. Each element focuses on a specific set of issues, but at the same time ranks in equal importance with the other elements. The General Plan is the ultimate legal control over issuance of building permits, approval of new subdivisions, use permits, general development, and even the acquisition, construction or expansion of City and County facilities. The General Plan represents the City Council’s and Board of Supervisors’ policy programs. The Plan provides guidance to the Planning Commission and Staff and is the foundation upon which all development and building regulations are based.

The Ukiah General Plan revision and Growth Management program is more comprehensive than just a development program. The Plan is intended to meet the needs of the City Council for the incorporated City and its sphere of influence. It is also intended to meet the needs of the Board of Supervisors for the unincorporated portions of the Ukiah Valley. The Plan addresses the important beliefs about how the area will grow as determined by those who live and work in the Valley. It proposes goals and policies for not only the City proper but the entire unincorporated Valley — subject to Board of Supervisors concurrence. The General Plan represents a compilation of dreams, aspirations, instructions to the future, and the reasons why each is important to the area.

To provide the legal mechanisms of making the General Plan work for the people of the Valley, the dreams are converted to statements called *goals*. The aspirations become the City Council’s — and potentially Board of Supervisors’ — *policies* or policy direction to its staff. The instructions for the future will be spelled out as *implementation measures*. So that in the future people will understand why the City and possibly the County took these actions, the reasons are spelled out as summaries of major findings.

Although the Plan represents the community's vision, it has to meet state legal mandates

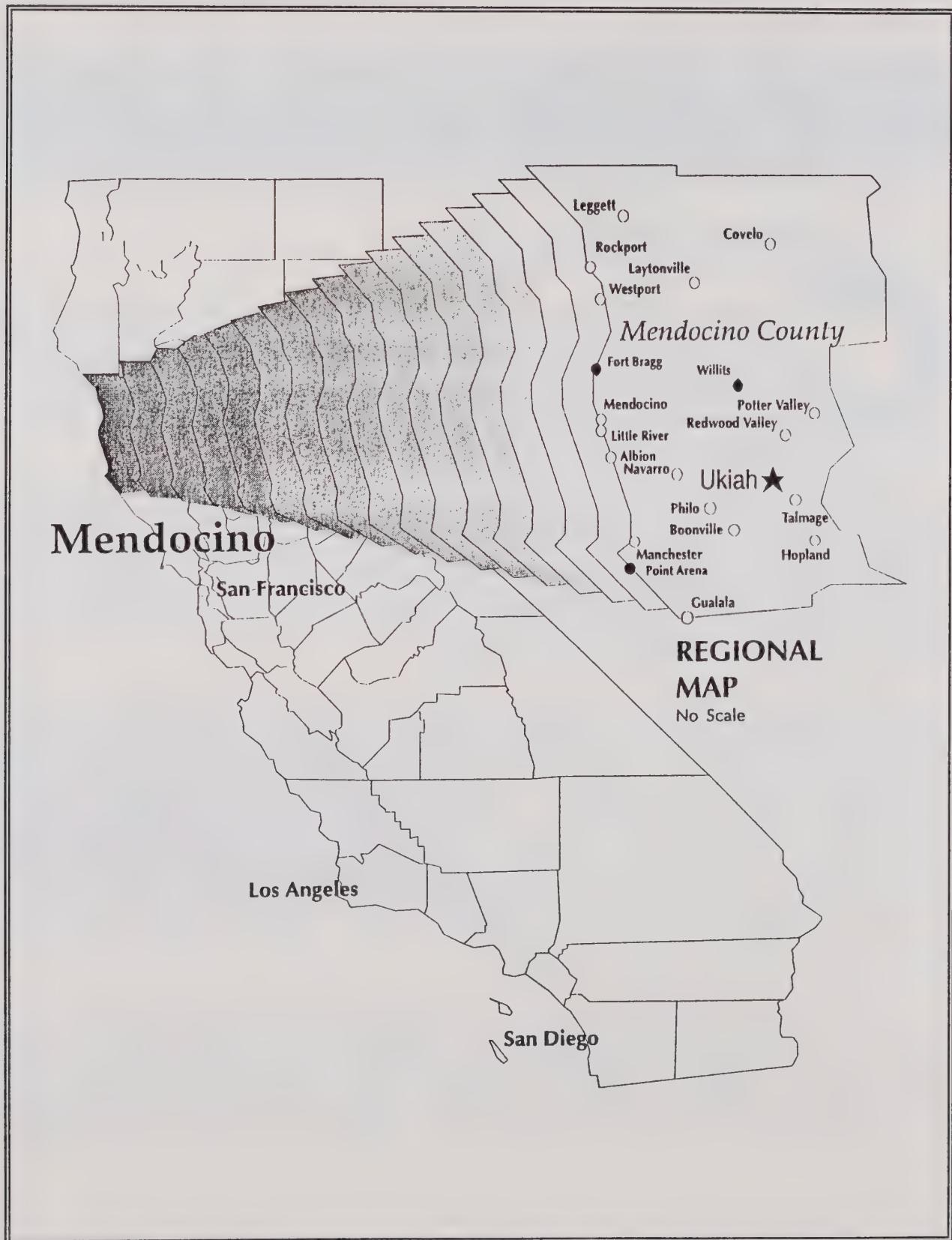


Figure II.1-A: Regional location map — Mendocino County and the City of Ukiah

The General Plan is divided into four major components — the Overall General Plan Goals and Policies, the Resource Elements, the Infrastructure Elements, and the Development Elements. Each of the fourteen Ukiah elements fall under one of these four components:

**Overall General Plan Goals and Policies:** Not technically an element, this component contains goals and policies that define the Vision Statement (See Chapter III) and form an umbrella over the entire General Plan.

**Resource Elements:** (1) Energy Element, (2) Noise Element<sup>†</sup>, (3) Open Space Element<sup>†</sup>, Conservation Element<sup>†</sup>, and (4) Safety Element<sup>†</sup>.

**Infrastructure Elements:** (5) Airport Element, (6) Community Facilities and Services Element, (7) Historic and Archaeological Resources Element, and (8) Parks and Recreation Element.

**Development Elements:** (9) Circulation and Transportation Element<sup>†</sup>, (10) Community Design Element, (11) Economic Development Element, (12) Housing Element<sup>†</sup>, (13) Land Use Element<sup>†</sup>, and the (14) Fiscal Impact Assessment.

## 1.01 The purpose of the General Plan

The General Plan is a *policy document* to be used by cities and counties to direct development over a long-term period in a comprehensive manner. The role of a General Plan differs from a *regulatory program* — such as a *zoning ordinance* or *subdivision ordinance* — because its job is to provide the “big picture” of long-range development and capital improvement programs. The General Plan describes how the community will appear in twenty years. The zoning ordinance and subdivision ordinance implement the goals and policies of the General Plan and directly control development.

The process for developing a general plan has evolved since the mid-1950s into a series of requirements guided by a combination of state mandates through legislation, regulatory requirements through the *California Code of Regulations*, and court decisions, also called *case law*. To assist local governments in preparing a General Plan, the Governor's *Office of Planning and Research* (OPR) has developed a document called the *General Plan Guidelines* to provide all agencies with its interpretations of the various General Plan requirements. In the *Guidelines*, OPR defines that “[a] general plan provides a basis for rational decision making regarding a city's or county's long-term physical development.”<sup>2</sup> The legislative charter for General Plans states the document's purpose to be to provide for “the physical development of the ... city, and any land outside its boundaries which in [its] judgement bears relation to its planning.”<sup>3</sup>

<sup>1</sup>Elements marked with a printer's cross (†) are the seven State-mandated elements.

<sup>2</sup>Office of Planning and Research, *State of California General Plan Guidelines* (North Highlands, CA: Department of General Services, Publications Service, November, 1990), p. 5.

<sup>3</sup>California Government Code (GC) §65300.

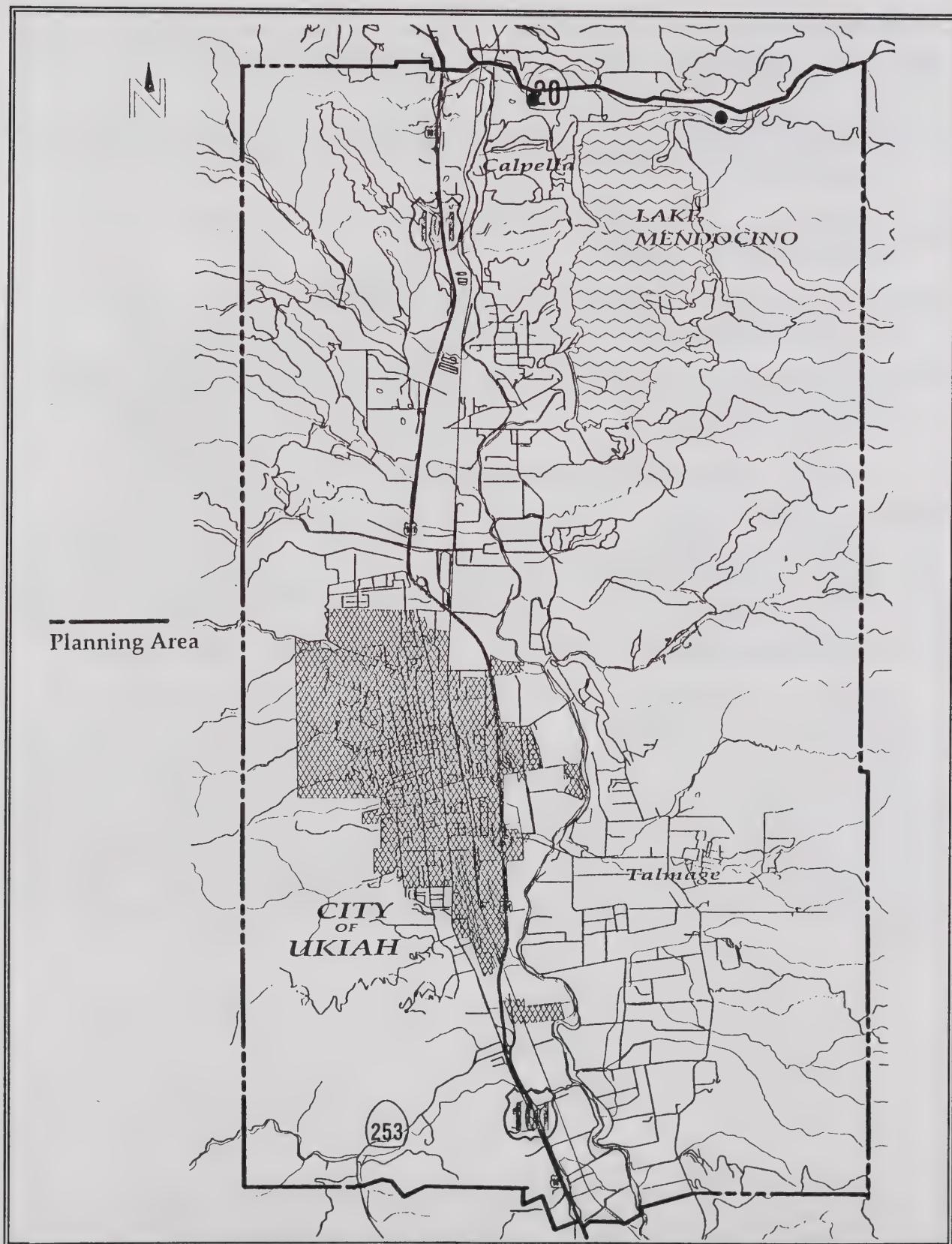


Figure II.1-B: General Plan Planning Area

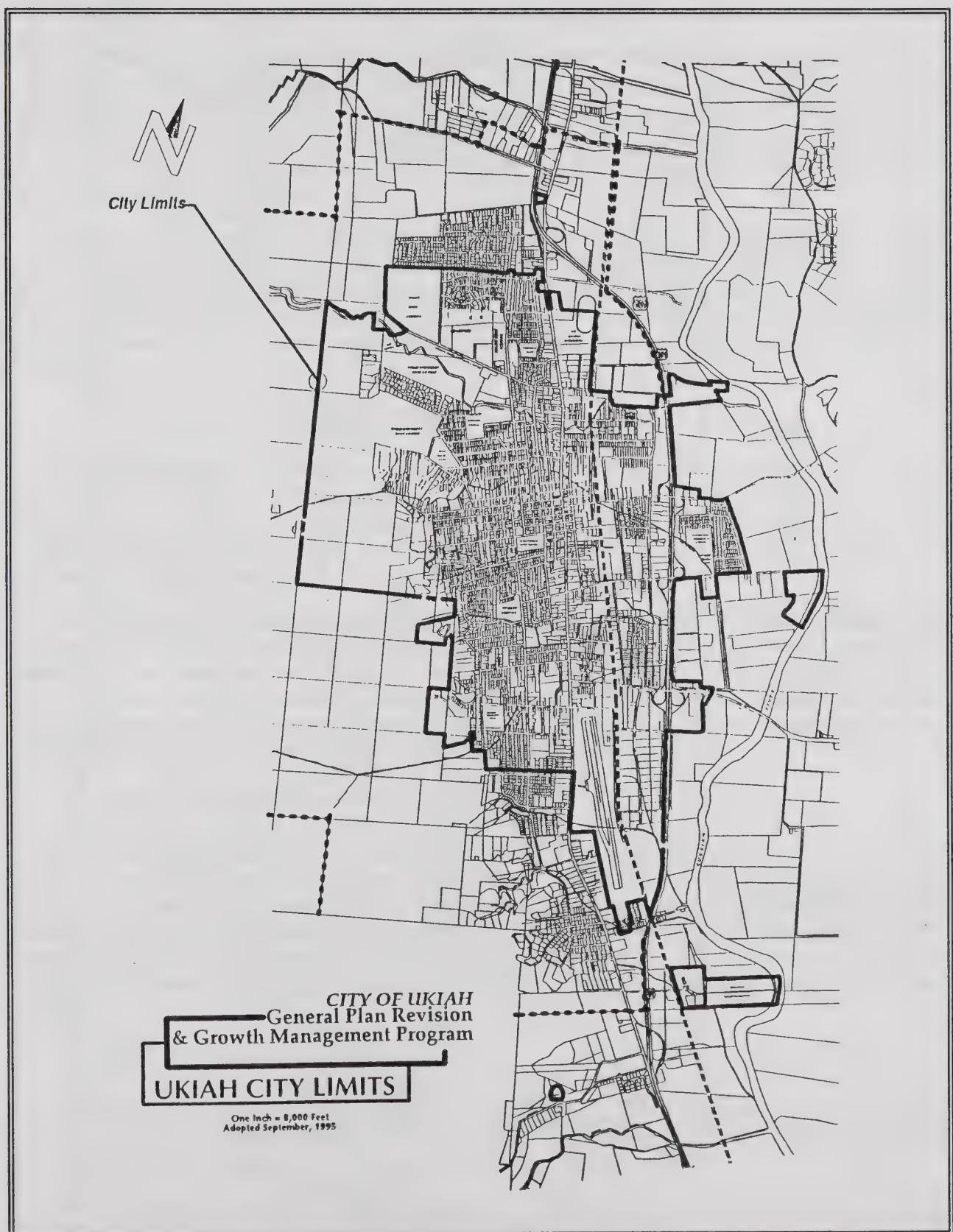


Figure II.1-C: Ukiah City Limits (1994)

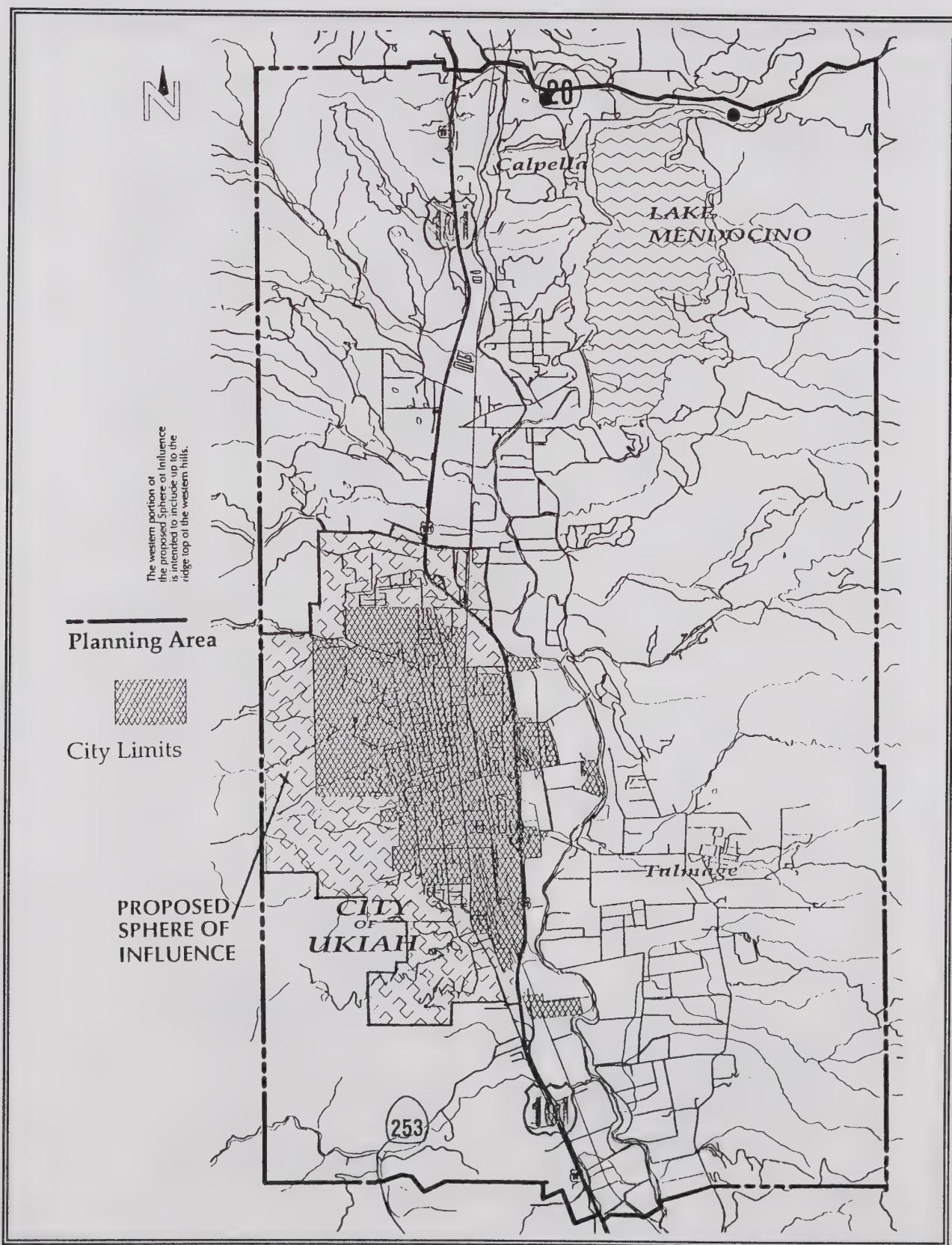


Figure II.1-D: Sphere of Influence proposed by the General Plan for LAFCo approval

## 1.02 General Plan legal requirements

The State has imposed certain minimum requirements on the contents of a General Plan. It has identified seven elements that must be addressed. The Legislature has indicated that other elements are optional at local discretion. Most important, the law requires that "...the general plan and elements and parts thereof comprise an integrated, internally consistent and compatible statement of policies for the adopting agency."<sup>4</sup> Internal consistency means that each element and all of its components have equal weight in the eyes of the law.

This means that the General Plan cannot skirt areas of controversy in one element by avoiding decisions or making either/or comparisons in another element. The *Guidelines*' example states "...the land use and open-space elements cannot contain different land use intensity standards rationalized by statements such as 'if in any instance there is a conflict between the land use element and the open-space element, the land use element controls'."<sup>5</sup> The General Plan must grasp the issues and provide a distinct and direct resolution.

### 1.02.01 Mandatory elements

The seven mandatory elements are defined in the law as Land Use, Circulation, Open Space, Conservation, Housing, Noise, and Safety. Each has certain requirements for its minimum contents. The State, however, provides some degree of flexibility in element content. The Legislature directed that "...planning agencies and legislative bodies implement this article in ways that accommodate local conditions and circumstances, while meeting its minimum requirements."<sup>6</sup>

Utilizing this flexibility, elements can be combined. The Ukiah General Plan consolidates the *Open Space* and *Conservation* Elements into one element. In addition, some of the requirements for mandatory elements have been separated into independent elements for the City's General Plan. The issues associated with sewer, water, and public infrastructure are separated from the *Land Use* and *Circulation* Elements to the *Community Facilities Element*. Park and recreation issues are separated from Open Space and Land Use element requirements and are discussed in the *Parks and Recreation Element*.

### 1.02.02 Optional elements

State law permits local government to add any number of optional elements. The law states "[t]he general plan may include any other elements or address any other subjects which, in the judgment of the [City Council] relate to the physical development of the city or county."<sup>7</sup> The Ukiah General Plan revision and Growth Management program adds a number of optional elements. These are: Airport, Community Design, Community Facilities, Economic Development, Fiscal Impact, Historic and Archaeological Resources, and Parks and Recreation. The Ukiah General Plan has a total of fourteen elements.

### 1.02.03 Environmental review

California has a requirement that prior to any governmental agency taking action on a General Plan, it must first or concurrently complete an environmental analysis of the project. This requirement is

<sup>4</sup>GC§65300.5.

<sup>5</sup>Sierra Club v. Board of Supervisors of Kern County (1981) 126 Cal.App.3d 698.

<sup>6</sup>GC §65300.7.

<sup>7</sup>GC §65303.

contained within the *California Environmental Quality Act (CEQA)*.<sup>8</sup> The administrative requirements for implementing CEQA are established in Title 14 of the California Code of regulations, known as the *State CEQA Guidelines*. The City authorized preparation of an environmental impact report (EIR) that was integrated into the General Plan during the adoption and hearing process. For final publication, the EIR was removed in order to provide for a complete and comprehensive General Plan.

One purpose of an EIR is to provide decision-makers with an understanding of the long-term environmental consequences if they were to adopt and carry out the General Plan. Another purpose is to provide the public with an opportunity to comment on both the General Plan and its environmental impacts. The EIR is a disclosure document. Its preparation, responses to comments, and certification results in the decision-makers furnishing a written record of the reasons supporting their decision. The General Plan was prepared with a consolidated environmental impact report certified by the City Council on July 19, 1995.

#### 1.02.04 The area covered by the General Plan

The General Plan covers three differing areas. The primary focus is within the City limits or *incorporated area*. The other two boundaries are within the *unincorporated area*. One is the *Sphere of Influence*, the adoption of which is briefly described on page 8. The third limit is the *Planning Area*.

The City limits cover the lands currently within the City of Ukiah. This incorporated territory is governed by the five person City Council in a Council-Mayor-Manager form of government. This means that the Mayor is elected separately from the City Council members.<sup>9</sup> General administration and day-to-day operations are directed by the City Manager who is appointed by the Council. The City of Ukiah is a general law municipality, principally governed by the requirements of State law in conjunction with its local ordinances.<sup>10</sup>

Incorporated City limits

Land use matters within the City are reviewed by a Planning Commission appointed by the City Council to oversee use permits, development permits, variances, and other discretionary permits that are approved by *quasi-judicial actions*. Development proposals that are considered *legislative actions*, such as the General Plan and its amendments, the zoning ordinance, subdivision ordinance, and other policy documents, must also be approved by the City Council following a recommendation from the Planning Commission. The Council may also appoint other advisory bodies to make decisions or provide the Council with recommendations. Figure II.1-C shows the City Limits at the time the General Plan was adopted in 1995.

California law requires that each City have a *Sphere of Influence* to represent the ultimate limits to which the City will extend its services, embrace new territory, and anticipate its growth over the next twenty years. The City proposes a new *Sphere of Influence* in the General Plan and submits the selected boundaries to the *Local Agency Formation Commission (LAFCO)* for approval. The proposed *Sphere of Influence* map is Figure II.1-D.

Sphere of influence

<sup>8</sup>Public Resources Code §21000 ET SEQ

<sup>9</sup>This differs from a Council-Manager government, in which the Mayor is elected from among the members of the City Council.

<sup>10</sup>The other type of City is a “charter city,” in which the laws that govern the City are enacted directly by voters. The City is run with a constitution called a “charter.” San Diego and Los Angeles are charter cities.

State law requires that a Sphere of Influence be adopted if a City wants to consider any annexations. Later policies in the General Plan define territories proposed to be annexed by the City during the short-term planning period (the period from one to five years after adoption of the General Plan). Although the City Council and Board of Supervisors do not have a standardized tax sharing agreement, and the Ukiah City Council has not implemented an “aggressive” annexation policy, the Preliminary General Plan identifies areas in which the City can better serve the businesses and residents. Mendocino County controls land use within the Sphere until it is annexed by the City.

The Planning Area (See Figure II.1-B) represents the total area studied for the General Plan. This boundary, which encompasses the Ukiah Valley and includes the City of Ukiah, is entirely within the unincorporated County. The purpose of utilizing such a large Planning Area is to provide a comprehensive and consistent policy program for development that can be used by both the City and the County. The County Board of Supervisors has indicated it will consider adopting the General Plan policies related to the Planning Area as an *Area Plan* to be a part of the Mendocino County General Plan.

Planning area

The Planning Area includes lands which are unlikely to be annexed within the next twenty years, but in which development influences or impacts the City and its residents. The Planning Area is an area in which the City and County are likely to cooperate to provide quality public services and facilities.

## 2 THE GENERAL PLAN REVISION AND GROWTH MANAGEMENT PROGRAM

### 2.01 Community involvement

**D**URING THE SUMMER and fall of 1990, people who call the Ukiah Valley their home and place of business decided they needed to come together and develop a shared picture of the City's future. To best accomplish this objective, the City Council authorized a revision to its General Plan. While General Plans are required by State law, the City's approach was to use the process to achieve a greater community consensus and participation.

In order to include a broad cross-section of people and ideas, the City initiated a process to prepare a citizen-driven General Plan revision and Growth Management program. This process involved nearly 130 people working on Citizen Advisory Committees.

To provide the foundation for the General Plan, a series of public workshops were held in late 1990 and early 1991. From these sessions, members of the community created a wish-list for the future. This lengthy list resulted in the draft Vision Statement presented in Volume III of the General Plan.

### 2.02 How the General Plan becomes part of the Community

**T**he work of the separate committees was presented to the 35-member *Growth Management Steering Committee* (GMSC) for consolidation into a single General Plan document, as well as issue-by-issue review. When the GMSC completed its review — which included extensive input from the public — it sent a complete General Plan, called the Preliminary General Plan, to the Planning Commission.

In Spring 1992, three workshops were hosted by the Citizen Advisory Committees to present an opportunity for members of the public to examine the proposed goals and

1. Conceptual elements

policies, together with the reasons the different Element Committees believed these issues to be important. The workshops provided a session at which interested members of the community presented comments, interpretations, or suggestions for enhancement directly to the Element Committee members.

The Workshops successfully provided opportunities to listen, gather ideas, and rework or polish the elements. The materials presented were recommendations proposed by the various element Committees.

The work of the Citizen Advisory Committees was combined with legal requirements, other recommendations, and direction from the Steering Committee to form the *Initial Version* of the Plan. The Initial Version represented a working version of the General Plan from which the Steering Committee concentrated its review to prepare the Citizen-driven version of the General Plan. The Steering Committee worked on the Initial Version Plan from June, 1992 through August, 1994. The Initial Version provided a "first cut" by the Steering Committee so that the group could take a look at all the work of the Citizen Advisory Committees and incorporate its views into the process. The lengthy debates, discussions, and decisions were completed on July 26, 1994.

2.  
Initial version of the General Plan

Over a concentrated period on August 8, 9, and 10, 1994, the Growth Management Steering Committee reviewed its work and sought concurrence to pass its recommendation of the General Plan to the Planning Commission and the public. This document, called the *Preliminary Version of the General Plan and Growth Management Program (Preliminary Plan)* represents the Steering Committee's work. The Committee seeks adoption of the Plan by the Planning Commission, City Council, and the County. The Preliminary Version of the Plan is the first "official" General Plan document prepared in this process. It is presented to the Planning Commission for its review, hearings, and recommendations.

3.  
Preliminary General Plan

At the Planning Commission stage, the General Plan as proposed by the Growth Management Steering Committee was combined with a *Draft Environmental Impact Report (DEIR)*. This provided the Planning Commission with an assessment of the General Plan's impacts on the Ukiah Valley environment and the City and County budgets. The Planning Commission was also presented with options and alternatives to the recommended policy directions in the Preliminary Plan. The alternatives were generated from options which were discussed but not selected through the Growth Management Steering Committee's review. This approach ensured that the Planning Commission had knowledge of the various opportunities and options which were discussed, not only those selected.

4.  
Draft General Plan

The Planning Commission conducted two public hearings and eleven deliberation sessions over a five month period. In the process, the Commission invested nearly fifty hours reviewing and revising the text. This phase began in November, 1994, and ended with the official action adopting the Draft General Plan on April 12, 1995. The Planning Commission made many changes to the text originally submitted by the Growth Management Steering Committee. These changes are identified throughout the document with a "red-line" highlight through the new or revised text. To gain a view of the GMSC's version without the Planning Commission's changes, one must read the unaltered text plus the stricken text.

Following the Commission's action on April 12, 1995, the Draft General Plan and an accompanying *Final Environmental Impact Report (FEIR)* were sent to the City Council. The Council held public hearings and deliberation sessions in May, June, and July, 1995 preceding adoption on August 16, 1995. It reviewed the Plan, considered comments and alternatives, examined the options selected and declined, the environmental consequences of the Plan's implementation, responses to comments, and the fiscal results of implementing the Plan. The Council balanced all of the administrative record of options and certified the Environmental Impact Report on June 10, 1995, prior to adopting the *Final General Plan and Growth Management Program*.

5. Final General Plan

Following the City's adoption of the General Plan, there are a number of additional steps that must be taken. The Mendocino County *Board of Supervisors* is committed to reviewing the Plan for consideration of its adoption by the County as an area plan or special plan for the unincorporated lands within the Ukiah Valley. To take this step, the City of Ukiah General Plan, as adopted by the City Council, must first be reviewed and considered with at least one public hearing by the Mendocino County Planning Commission and then considered with at least one public hearing by the Board of Supervisors.

6. County actions

One of the components of the General Plan is an identification of the Sphere of Influence. The Sphere is a boundary that represents the ultimate City limits for the City of Ukiah. The Sphere of influence is proposed in the General Plan but must be approved by the Mendocino County Local Agency Formation Commission. LAFCo is an independent body created in State law. The Commission has the power to approve or deny annexations, incorporations, or formation of most special districts. LAFCOs also must approve spheres of influence for all cities and special districts. A city cannot annex land that is not a part of its sphere.

7. LAFCo actions

When the 1981 version of the General Plan was adopted, the sphere of influence was basically the entire Ukiah Valley. During the process of preparing the 1992 revision to the General Plan, it was determined that this boundary area was too large for a sphere of influence. The Steering Committee will define a sphere as part of its review of the Initial Plan.

There are other participants in the adoption of the General Plan. The California Department of Housing and Community Development must review the Housing Element. The California Division of Mines and Geology must review the mineral resource components of the Open Space, Conservation, and Land Use elements, and it must also review the Safety Element. The Mendocino County Water Agency, *special districts* providing fire protection, sewer, and water service in the Plan area must also consider its implications on the growth and ability of the Districts to serve their existing and future populations.

8. Other Plan participants

In 1990, a joint task force of Valley public agencies was created to provide a comprehensive and consistent program of service to the public. These agencies prepared a task force report that was adopted and released in August, 1992. The *Valley Wide Task Force* prepared recommendations for the distribution and consolidation of public service delivery in the area. These recommendations are incorporated into the *Community Facilities Element*. Some of the districts or agencies may need to take an action related to the implementation of the General Plan.

### 3 THE GENERAL PLAN

**T**HE CITY OF UKIAH adopted its first General Plan in 1974. The adoption signified a compilation of separate work on General Plan elements during the early part of the 1970s. Between 1974 and 1981, various amendments — predominantly to make land use map changes — were adopted.

On November 30, 1981, the City Council adopted a comprehensive and long-term General Plan that has guided the City since that time. The Noise Element was updated in December, 1982. A Community Facilities Element was added in 1983. Recreation and Community Design, Community Facilities, Circulation-Transportation, Scenic Highways, and Land Use elements were amended in 1983. The Housing Element was last updated in 1985, as required by law. The revision program that started in 1990 will result in a comprehensive adoption of a new General Plan replacing the 1981 Plan as it has been amended.

The General Plan is organized into nine basic components and one related to the Environmental Impact Report. These are the (1) Preface, (2) Introduction, (3) The Vision, (4) Resource Elements, (5) Infrastructure Elements, (6) Development Elements, (7) Fiscal Impact Analysis, (8) Appendices, and (9) Glossary, additionally, in the transmitted Draft General Plan/Final Environmental Impact Report, there are (10) Responses to Comments on the Draft Environmental Impact Report.

The Preface and Introduction, Chapters I and II, provide information about the role of the General Plan, its adoption and hearing process, and its requirements. Chapter III, The Vision, provides the Vision Statement, its relationship to the overall General Plan goals and policies, and information related to amending and updating the General Plan. The General Plan elements are contained in Chapter IV, Resource Elements, Chapter V, Infrastructure Elements, and Chapter VI, Development Elements. Chapter VII, the Fiscal Impact Analysis provides an assessment of the financial impacts of each applicable implementation measure. Chapter VIII, the Appendices, reproduces supporting data and information that helped the City establish its implementation programs. Chapter IX, the Glossary, defines significant terms used in the General Plan.

Within each chapter of the General Plan, the elements are divided into sections by issues addressed within the element. Within the issues, there are two sections: *Summary of major findings*, and *General Plan goals, policies, and implementing program*. These two sections contain important information critical to understanding the General Plan's contents.

The “Summary of Major Findings” section briefly explains the reasons behind the decisions that make the goals important. Sometimes the Summary contains factual data either because it is required by law or needed to support the reasons. Many times, the information in the summary represents the beliefs of the citizens participating in the process.

The “General Plan goals, policies, and implementing program” section contain the programs that will put the General Plan into effect. This section forms the Plan action program and is the direction that the City must follow once the Element is adopted. To understand what is meant by each, the following explanations are used in the General Plan as a consistent definition of the words.

**Findings.** Findings are the reasons that a recommendation is being presented as a goal. A finding represents the thought process, the reasoning, and any relevant supporting factual evidence that provide a means for a reader of the General Plan to understand why a particular goal is proposed. Findings are presented as “summaries of major findings” within the Plan.

**Goals.** Goals are broad statements that provide the blueprint for the future. Each goal establishes what the City desires to accomplish over the life of the Element. Goals are what the community desires to achieve.

**Policies.** Each goal is further defined by City Council policies. The policies provide direction to Staff, the public, and future councils as to how each project is to be reviewed under the provisions of the Element. A policy breaks the goal into achievable segments.

**Implementation measures.** In order to put the Element into day-to-day effect, implementation measures are adopted to provide guidance in reviewing projects and to define standards which are to be achieved. For the most part, implementation measures are time specific or measurable standards. Time specific implementing measures tell the Council that a certain action is to be accomplished at a specific time. This assists in settling budgets for City Departments (such as the Roads Department or Planning Department). Measurable implementation measures tell Staff which standards of review are to be used on an ongoing basis when assessing a project for approval.

**Planning periods.** Implementation of the Plan is carried out through a series of planning periods. The *short-term planning period* covers the time from adoption through the fifth anniversary of the Plan's adoption. The *intermediate-term planning period* is six to ten years following adoption. The *long-term planning period* runs from eleven years through the end of the General Plan horizon, its twentieth anniversary.

**Figures, tables, and explanations.** "Figures" are maps and graphics that are used to reflect information in the Plan. "Tables" incorporate data used in the Plan. "Explanations" are notes generated as further explanation of issues.

## 4 GENERAL PLAN MANDATED CONTENTS AND ISSUES

**S**TATE LAW SETS THE MINIMUM SCOPE of issues which the seven mandatory elements of a general plan must address. State law, however, provides flexibility in the method of presenting the required minimum scope of issues. The Ukiah General Plan establishes fourteen elements. Within these fourteen elements, all of the state required issues are addressed. Table II.4-1 provides a matrix that shows each of the required issues from General Plan law and in which element or elements the issue is addressed.

**Table II.4-1: General Plan contents checklist****Mandatory Element Issues**

Key to Column 1:

★ – Applies to City of Ukiah

☆ – Applies to the County of Mendocino

● – Applies to City and County

✗ – Not applicable to this General Plan

Shaded columns are the State-mandated elements

Land Use	Circulation	Open Space - Conserva.	Parks - Recreation	Energy	Community Design	Community Facilities	Airport	Historical/Archaeological	Economic	Fiscal	Housing	Noise	Safety
----------	-------------	------------------------	--------------------	--------	------------------	----------------------	---------	---------------------------	----------	--------	---------	-------	--------

**Land Use**

- ★ Distribution of housing
- ★ Distribution of business
- ★ Distribution of industry
- ★ Distribution of open space
- ☆ Distribution of agricultural land
- ✗ Distribution of significant mineral resources
- Distribution of recreational facilities and opportunities
- Location of educational facilities
- Location of public buildings and grounds
- Location of future solid waste facilities
- Location of future liquid waste facilities
- Identification of areas subject to flooding
- ✗ Identification of existing Timberland Preserve Zones

**Circulation**

- Major thoroughfares
- Transportation routes
- Terminals
- Other local public utilities and facilities

**Open Space****Areas for preservation of natural resources**

- vegetation
- wildlife habitat
- fish habitat
- ✗ Areas for ecologic and other scientific study

**Areas for managed production of resources**

- ☆ forest lands
- ☆ rangeland
- ☆ agricultural lands

## Mandatory Element Issues

*Key to Column 1:*

- ★ – Applies to City of Ukiah
- ☆ – Applies to the County of Mendocino
- – Applies to City and County
- ✗ – Not applicable to this General Plan

Shaded columns are the State-mandated elements

Land Use	Circulation	Open Space - Conserva-	Parks - Recreation	Energy	Community Design	Community Facilities	Airport	Historical/Archæological	Economic	Fiscal	Housing	Noise	Safety
----------	-------------	------------------------	--------------------	--------	------------------	----------------------	---------	--------------------------	----------	--------	---------	-------	--------

✗	commercial fisheries												
●	Areas for recharge of ground water basins		✓										
☆	Areas containing significant major mineral deposits	✓											
<b>Areas for outdoor recreation</b>													
●	scenic areas		✓		✓								
●	historic areas							✓					
●	areas of cultural value							✓					
●	park and recreation areas		✓	✓									
●	links between recreation and open space areas		✓	✓	✓								
<b>Areas for public health and safety</b>													
●	hazardous areas		✓										✓
●	protection of water quality		✓				✓						
●	protection of air quality	✓	✓		✓								
☆	fuel break and reduction zones												✓
●	helispots						✓			✓			
☆	fire access												✓
☆	Demands for trail-oriented recreational use			✓									

## Conservation

●	Water and its hydraulic force		✓		✓								
☆	Forests		✓										
●	Soils	✓	✓										
●	Rivers and waters		✓										
●	Fisheries		✓										
●	Wildlife		✓										
☆	Minerals		✓										
☆	Mineral Issues		✓										
●	Other natural resources		✓										
●	Water Program		✓										

## Noise

★	Identification and appraisal of major noise sources						✓						✓
★	Existing and projected levels of noise												✓

## II.4. General plan mandated contents and issues ♦ Page 16

**Mandatory Element Issues***Key to Column 1:*

- ★ – Applies to City of Ukiah
- ☆ – Applies to the County of Mendocino
- – Applies to City and County
- ✗ – Not applicable to this General Plan

Shaded columns are the State-mandated elements

Land Use	Circulation	Open Space - Conservation	Parks - Recreation	Energy	Community Design	Community Facilities	Airport	Historical/Archaeological	Economic	Fiscal	Housing	Noise	Safety
----------	-------------	---------------------------	--------------------	--------	------------------	----------------------	---------	---------------------------	----------	--------	---------	-------	--------

★ Existing and projected noise contours													
★ Determination of extent of "noise problems"													
★ Methods of noise attenuation													
★ Protection of residences from excessive noise													

**Safety**

<b>Protecting community from unreasonable risks</b>													
●	seismic events												
●	slope instability												
●	geologic hazards												
●	flooding												
●	wildland and urban fires												
<b>Standards for known fire and geologic hazards</b>													
●	evacuation routes												
●	peakload water supply requirements												
●	minimum road widths												
●	clearances around structures												

**Housing**

★ Existing households and housing units													
★ Lower income households overpaying for housing													
★ Special housing needs groups													
★ Overcrowded households													
★ Housing units needing rehabilitation													
★ Housing units needing replacement													
★ Five-year projected new construction needs													
★ Revision of COG regional housing needs justification													
★ Employment and population trends													
★ Land inventory													
★ Housing constraints													
★ Quantified objectives													
★ Public participation of all economic segments													

## Mandatory Element Issues

*Key to Column 1:*

- ★ – Applies to City of Ukiah
- ☆ – Applies to the County of Mendocino
- – Applies to City and County
- ✗ – Not applicable to this General Plan

Shaded columns are the State-mandated elements

Land Use	Circulation	Open Space & Conserva-	Parks - Recreation	Energy	Community Design	Community Facilities	Airport	Historical/Archæological	Economic	Fiscal	Housing	Noise	Safety
----------	-------------	------------------------	--------------------	--------	------------------	----------------------	---------	--------------------------	----------	--------	---------	-------	--------

★ Analysis of opportunities for energy conservation												
★ Consistency with other general plan elements												
★ Evaluation and revision of the previous element												
✗ Coastal Zone localities required information												
★ Housing Programs												









## III. THE VISION

### 1 COMMUNITY WORKSHOPS

**T**HE GENERAL PLAN PROCESS started in late 1990 with a series of community workshops designed to learn about what is important to the people who live and work in the Ukiah Valley. The workshops were intended to provide enough information from which a statement about life in the Valley could be prepared. The beliefs and important issues were put together to create a "Vision Statement."

After the workshops, the City Council-appointed Growth Management Steering Committee developed the "Vision Statement." All of the many hundreds of issues and suggestions raised during the workshop were combined into five "categories" of similar topics. The Steering Committee met for numerous sessions in the Fall of 1990 and Winter of 1991. Words were debated and assessed, concepts considered for importance and relevance. The Committee completed this first set in the process of preparing the General Plan in February, 1991.

The consensus draft of the Vision Statement was presented to the community. The topics of importance were further refined and enhanced by community participation and comments during these meetings. At these workshops members of the community signed up for the various Citizen Advisory Committees.

Each Citizen Advisory Committee worked with a copy of the Vision Statement. The objective was to ensure that as the entire General Plan was written, the Citizen Committees strove to keep the goals and policies in the Elements within the framework of the Vision Statement. Each Committee — as well as the Growth Management Steering Committee — were directed to relate how a particular goal or policy helped achieve one or more components of the Vision Statement.

### 2 THE VISION STATEMENT

**U**KIAH'S VISION STATEMENT defines *quality of life*. The Vision Statement was approved in concept by the Steering Committee at the start of the General Plan process with the intent of refining its language and content when the Plan was completed. The following five paragraphs (not listed in any particular order) comprise the Vision Statement for the City of Ukiah General Plan revision and Growth Management program. The Vision Statement was further defined through goals and policies beginning in Section III.3.

Although the Vision Statement and its five components had to be placed in an order to be printed, all five of the components that comprise the Vision Statement are of equal weight and importance in defining what the people of the community want to achieve.

## ***The Vision Statement***

**W**E ENVISION A creative, mixed economy with both large and small employers, jobs that attract and satisfy our citizens, and businesses that retain dollars within the community. We envision development that provides a mix of housing types and prices. We envision that development of adequate water, sewer and utility resources to support the future of our valley. We envision industries and businesses that use our resources wisely, and respect the carrying capacity of our valley. We envision businesses that provide remunerative and rewarding work, and that produce quality products through environmentally sound processes.

Sound, stable, community-based economy that uses resources wisely

**W**E ENVISION CULTURAL, political and social institutions that involve as many citizens as possible in community life, and that interact effectively with one another. We envision a public life that builds upon and encourages the caring, warmth, friendliness, and sense of belonging that can be found here. We envision better communication to all our citizens about matters affecting the community. We envision a community that brings people together to share thoughts and feelings and to participate actively in the further development of our valley.

Community involvement

**W**E ENVISION THE conservation of our natural resources, which are the foundation of the financial well-being of our community. We envision the protection and upgrading of our air quality, our water supply, our green space, and our freedom from unnecessary traffic and noise. We envision the protection of our farmland and the wholesome lifestyle derived from our agricultural tradition. We envision the maximum use of renewable energy, and the minimum use of fossil fuels.

Responsible use of resources

**W**E ENVISION DEVELOPMENT that complements rather than compromises the natural beauty of this valley. We envision pleasant places for people to come together: , beautiful public spaces, streets with greenery and good design, and a downtown plaza. We envision outdoor recreational development, including trees and shady spaces for people to enjoy. We envision aesthetically designed, affordable housing, planned to encourage walking, bicycling, and public transit. We envision the aesthetic enhancement of commercial development along highways and roads, especially through tree planting. We envision agricultural lands and native greenery in the Valley enhancing and conserving the natural beauty woven into places we go everyday.

Aesthetics in planning and development

**W**E ENVISION A community which is aware of who and what we are, living intelligently within our limits and in harmony with natural processes. We envision a way of life based on recycling and reuse rather than throw-away consumption. We envision convenient public transportation. We envision a community that respects cultural diversity, historical places, and valuable traditions. We envision creative human services and effective public safety. We envision intellectually sound educational institutions that inspire citizenship and academic growth. We envision good places for young people to be and constructive things for them to do. We envision responsive government. And at the heart of everything, we envision a community built on a shared concern for the quality of life that has brought us to this special place.

Ecologically sustainable community with a sense of itself

### **3 OVERALL GENERAL PLAN AND GROWTH MANAGEMENT GOALS AND POLICIES**

#### **3.01 Summary of major findings**

**U**KIAH'S GENERAL PLAN must provide policy leadership for the Ukiah Valley. The Plan's major local purpose is to establish a means of achieving the vision of a Future Ukiah that the hundreds of participants, speakers, and organizations have expressed in this process. In order to achieve this, the General Plan must implement the Vision Statement. It must define the Vision with a series of goals and policies designed to create the future Ukiah envisioned.

#### **3.02 Overall General Plan/Growth Management goals and policies**

##### **3.02.01 Sound, stable, community-based economy**

*WE envision a creative, mixed economy with both large and small employers, jobs that attract and satisfy our children and citizens, and businesses that retain and create new dollars within the community. We envision development that provides a mix of housing types and prices. We envision that development of adequate water, sewer and utility resources to support the future of our valley. We envision industries and businesses that use our resources wisely, and respect the carrying capacity of our valley. We envision businesses that provide remunerative and rewarding work, and that produce sound products through environmentally sound processes.*

**G**oal GP-1: Promote, attract or assist in developing businesses, particularly those that add value to resources already found or processed in the Ukiah Valley.

**G**oal GP-2: Promote business development, emphasizing local ownership of businesses in order to keep capital and growth within the community.

*Policy GP-2.1:* Establish programs to nurture growth and prosperity of the valley job base.

*Policy GP-2.2:* Maintain and improve the high quality of environmental and community standards as a means of attracting and keeping large and small employers.

*Policy GP-2.3:* Identify those characteristics that support local substantiative businesses, and take the steps necessary to maintain and enhance such characteristics over time.

**G**oal GP-3: **Support the creation of combined public-private facilities in downtown areas for educational, business, civic, and personal growth purposes.**

*Policy GP-3.1:* Locate public-private facilities so that they enhance existing downtown businesses.

*Policy GP-3.2:* Promote the private development of a Downtown to promote a seven day a week economy.

**G**oal GP-4: **Establish specific criteria for project approval and provide better explanation and clarification of the permitting process.**

*Policy GP-4.1:* Develop land development codes and regulations that streamline the permitting process.

*Policy GP-4.2:* Coordinate permitting requirements with all other regulatory agencies. The City shall have a *one-stop permitting* process where possible.

**G**oal GP-5: **Encourage housing in a price range to match the income of residents.**

**G**oal GP-6: **Encourage housing for local workers and jobs for current residents.**

**G**oal GP-7: **Coordinate construction of infrastructure with planning for development.**

**G**oal GP-8: **Assure a diverse and healthy natural environment.**

♦ ♦ ♦

### **3.02.02 Community involvement**

*WE envision cultural, political and social institutions that involve as many citizens as possible in community life, and that interact effectively with one another. We envision a public life that builds upon and encourages the caring, warmth, friendliness, and sense of belonging that can be found here. We envision better communication to all our citizens about matters affecting the community. We envision a community that brings people together to share thoughts and feelings and to actively participate in the further development of our valley.*

**G**oal GP-9: **Coordinate connecting of community services, resource persons, and programs and activities.**

*Policy GP-9.1:* Facilitate community scheduling, calendaring and communication.

**G**oal GP-10: **Ensure that there is an ongoing process of community involvement for the purposes of providing input and monitoring the success of the general plan.**

*Policy GP-10.1:* Planning for facilities for community meetings and activities shall be a City priority.

*Policy GP-10.2:* Develop an ongoing evaluation process which incorporates targeted surveys of community groups (surveys, interviews, community meetings, focus groups).

*Policy GP-10.3:* Increase accessibility of community meetings by developing area-specific agendas with meetings held throughout the community.

*Policy GP-10.4:* Increase the level of participation by utilizing modes of communication that are easily accessible by community media.

*Policy GP-10.5:* Improve communication about decisions and implications of decisions arising from community meetings by utilizing all forms of communication.

*Policy GP-10.6:* Ensure a City response to all citizen requests related to citizen involvement activities.

**G**oal GP-11: Promote community training in the areas of facilitation, problem-solving and evaluation as to all aspects of the General Plan and other significant public issues.

*Policy GP-11.1:* Lead and model these skills during the ongoing management of city business.

*Policy GP-11.2:* Collaboration shall be modeled by training city employees in cooperative problem solving and planning skills.

*Policy GP-11.3:* Encourage the development of programs within schools that provide skills and experiences in citizen participation and citizen democracy.

**G**oal GP-12: Ensure that policies and decisions on community growth and development respect our all of community and our diversity of cultural heritages in order to enhance overall quality of life.

*Policy GP-12.1:* Support celebrations that recognize our community's identity and cultural traditions.

*Policy GP-12.2:* Support commemorative activities which honor past events or individuals which have contributed to the betterment of the community.

**G**oal GP-13: Work with interested groups, organizations, and school districts to achieve excellence in education.

**G**oal GP-14: Work with interested groups, organizations, and school districts to achieve excellence in providing services and opportunities to youth.

**G**oal GP-15: Work to reduce cultural and language barriers that prevent citizens from participating in local government and community affairs.

**G**oal GP-16: Increase voter participation in our democratic process.

*Policy GP-16.1:* Work with organizations which represent diverse non-partisan groups to increase voter turn-out.

**G**oal GP-17: Work with interested community groups and organizations to help achieve a community free from violence and crime.

**G**oal GP-18: Plan City facilities for multiple public uses.

**G**oal GP-19: Encourage public use of City meeting space and other City facilities.**3.02.03 Responsible use of resources**

*WE envision the preservation and conservation of our natural resources which are the foundation of the financial well-being of our community. We envision the protection and upgrading of our air quality, our water supply and quality, our green space, and our freedom from unnecessary traffic and noise. We envision the protection of our farmland and the wholesome lifestyle derived from our agricultural tradition. We envision the maximum use of renewable energy, and the minimum use of fossil fuels.*

**G**oal GP-20: Maintain and enhance area natural resources balancing the use of the resources, replenishment, and remaining supply.

*Policy GP-20.1: Create natural resource guidelines for use in future planning and development decisions.*

*Policy GP-20.2: Protect water supplies from adverse impacts.*

*Policy GP-20.3: Maintain and enhance air quality.*

**G**oal GP-21: Conserve open space, hillsides, stream courses, and indigenous flora and fauna for the enjoyment of future generations.**G**oal GP-22: Promote reclamation, additional storage, and conservation of water.**G**oal GP-23: Conserve agricultural lands to enhance economic vitality and the sustained identity of Ukiah as a rural agricultural community.**3.02.04 AEsthetics in planning and development**

*WE envision development that complements rather than compromises the natural beauty of this valley. We envision pleasant places for people to come together: , beautiful public spaces, streets with greenery and good design, and a downtown plaza. We envision outdoor recreational development, including trees and shady spaces for people to sit and enjoy. We envision aesthetically designed, affordable housing, planned to encourage walking, bicycling, and public transit. We envision the aesthetic enhancement of commercial development along highways and roads, especially through tree planting. We envision a greenbelt surrounding the city, and natural beauty woven into the places we go everyday.*

**G**oal GP-24: Conserve and enhance the natural beauty of the Ukiah Valley.

*Policy GP-24.1: Work with the County and other entities to ensure that there are a variety of parks, recreational facilities, and points of river access.*

**G**oal GP-25: **Ensure aesthetic qualities in the design and construction of the community.**

*Policy GP-25.1:* Establish a design review system that incorporates specific aesthetic quality standards for development.

*Policy GP-25.2:* In areas to be developed or redeveloped, ensure usable open space and common spaces.

*Policy GP-25.3:* Seek ways to return “neighborhood feel” to older residential areas through street, sidewalk, and landscaping improvements.

**G**oal GP-26: **Require that landscaping be a significant component of development and redevelopment.****G**oal GP-27: **Maintain scenic viewsheds of the Valley.**

◊ ◊ ◊

**3.02.05 Ecologically sustainable**

*WE envision a community which is aware of who and what we are, living intelligently within our limits and in harmony with natural processes. We envision a way of life based on recycling and reuse rather than throw-away consumption. We envision convenient public transportation. We envision a community that respects cultural diversity, historical places, and valuable traditions. We envision creative human services and effective public safety. We envision intellectually sound educational institutions that inspire citizenship and academic growth. We envision good places for young people to be and constructive things for them to do. We envision responsive government. And at the heart of everything, we envision a community built on a shared concern for the quality of life that has brought us to this special place.*

**G**oal GP-28: **Make Ukiah a leader in the development of responsible, resource-conserving ways of living and doing business, giving fullest consideration to the impacts of our actions on future generations.**

*Policy GP-28.1:* Make this goal central in the City’s program to solicit businesses for the community.

*Policy GP-28.2:* Provide incentives, wherever possible, to environmentally responsible activities, both business and personal.

*Policy GP-28.3:* Model the sustainable use of resources. This shall include investing in comprehensive conservation of energy, minimizing polluting activities, and avoiding needless consumption and waste.

**G**oal GP-29: **Conserve nonrenewable resources.**

*Policy GP-29.1:* Minimize the use of fossil fuels to the greatest feasible extent in all activities including investment in low and zero emission vehicles.

*Policy GP-29.2:* Encourage the use of low and zero emission alternatives to fossil fuels for all modes of transportation.

*Policy GP-29.3:* Promote public transportation, services within walking distance in neighborhoods, and any other feasible means of preventing needless vehicle use and pollution.

### **G**oal GP-30: **Protect existing agriculturally zoned lands in the City's Planning Area.**

*Policy GP-30.1:* Recognizing the irreversibility of conversion from agricultural to other uses, require within city limits and urge within the Planning Area that all such conversions be subject to a citizen review process.

*Policy GP-30.2:* Work cooperatively with citizens and organizations to ensure that the siting and design of schools, and local State and Federal facilities minimizes the use of, and impact on, agricultural lands.

### **G**oal GP-31: **Identify ways to replace wasteful practices that imprudently use resources.**

*Policy GP-31.1:* Establish programs to reduce motor vehicle dependency.



# IV. THE RESOURCE ELEMENTS

**T**HE RESOURCE ELEMENTS are a combination of the mandatory and optional elements related to natural and physical resources in the Ukiah Valley. The Elements in this Chapter are Open Space and Conservation, Safety, Noise, and Energy.

## 1 OPEN SPACE AND CONSERVATION

### 1.01 General principles

**T**HE CONSERVATION portion of the Open Space and Conservation Element overlaps provisions found in the Open Space, Land Use, Safety, and Circulation Elements. The conservation portions of the Open Space and Conservation Element differ from other portions of the General Plan in that the emphasis is towards natural resources. The conservation component stresses the conservation, development, and utilization of resources.<sup>1</sup> *Open space lands* differ from conservation activities. Open space lands are essentially undeveloped lands in public and private ownership that are designated for a land use that allows the land to appear rural or open. Lands that are currently open space may include property that will be developed for a resource use, such as agriculture or mineral resources.

#### ***Explanation IV.1-1: Definition of Open Space from California law***

"Open-space land" means any parcel or area of land or water which is essentially unimproved and devoted to an open-space use as defined in this section, and which is designated on a local, regional or state open-space plan as any of the following:

- "(1) Open space for the preservation of natural resources including, but not limited to, areas required for the preservation of plant and animal life, including habitat for fish and wildlife species; areas required for ecologic and other scientific study purposes, rivers, streams, bays and estuaries, and coastal beaches, lake shores, banks of rivers and streams, and watershed lands.
- "(2) Open space used for the managed production of resources, including but not limited to, forest lands, rangeland, agricultural lands and areas of economic importance for the production of food or fiber, areas required for recharge of ground water basins, bays, estuaries, marshes, rivers and streams which are important for the management of commercial fisheries; and areas containing major mineral deposits, including those in short supply.
- "(3) Open space for outdoor recreation, including but not limited to, areas of outstanding scenic, historic and cultural value, areas particularly suited for park and recreation purposes, including access to lake shores, beaches, and rivers and streams, and areas which serve as links between major recreation and open-space reservations, including utility easements, banks of rivers and streams, trails, and scenic highway corridors.
- "(4) Open space for public health and safety, including, but not limited to, areas which require special management or regulation because of hazardous or special conditions such as earthquake fault zones, unstable soil areas, flood plains, watersheds, areas presenting high fire risks, areas required for the protection of water quality and water reservoirs and areas required for the protection and enhancement of air quality." Government Code §65560(b).

<sup>1</sup>General Plan Guidelines, pp. 117-118.

### 1.01.01 Summary of major findings

Human, physical and spiritual health depends upon the understanding of and living within the interrelationship of living systems. The community at large can enjoy the open space effect of private property but must recognize and respect that it is private property when implementing policies. The City can combine development and open space through incentives for innovative projects to preserve vegetation, make wise/frugal use of resources, and generally enhance the environment. Because of the relationship between the overall Ukiah Valley and the incorporated City area, it is intended that the Open Space and Conservation Element apply to both lands within the City limits and the unincorporated area.

While most publicly-owned lands that are designated as open space will remain in a public use or undeveloped state, privately-owned lands that may be shown as open space are not generally available for public access without the property owner's permission.

### 1.01.02 General Plan goals, policies, and implementing programs

#### **G**oal OC-1: Recognize private property rights when designating open space lands.

*Policy OC-1.1:* Identify all current privately-owned undeveloped parcels within the City's Planning Area so that the larger public is aware of their locations.

*Implementation Measure OC-1.1(a):* Ensure that the undeveloped lands inventory is updated each year. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City ♦ Agency/Department responsible: Planning]

*Implementation Measure OC-1.1(b):* Provide information to people interested in learning about how undeveloped lands can be acquired as a means of preserving open space. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City ♦ Agency/Department responsible: Parks and Recreation]

*Implementation Measure OC-1.1(c):* When private organizations or public groups seek to acquire open space, provide staff support to answer questions and supply supporting information as needed. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: City Council and Board of Supervisors]

*Policy OC-1.2:* New residential, commercial, and industrial development shall include open space as defined in the Land Development Code.

*Implementation Measure OC-1.2(a):* The revised Land Development Code<sup>2</sup> shall include standards for maintaining open space and green areas within new developments. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: City and County Planning Agencies]

*Policy OC-1.3:* Coordinate landscaping of public and private development with preservation and restoration of open space and native vegetation.

<sup>2</sup>The "Land Development Code" is an umbrella term that refers to ordinances enacted to specify development, building, and subdivision standards.

*Implementation Measure OC-1.3(a): In the Land Development Code or design standards,<sup>3</sup> incorporate requirements for enhancing native vegetation. [Timeframe for completion: Ongoing planning period ◆ Measure applies to: City and County ◆ Agency/Department responsible: City and County Planning Agencies]*

**G**oal OC-2: **The City of Ukiah shall support the conservation of agricultural lands through formation of a land trust.**

*Policy OC-2.1: Support the formation of a non-profit private *Land Conservation Trust*.*

*Implementation Measure OC-2.1(a): During the short-term planning period, the City shall facilitate acquisition of open space by the *Land Conservation Trust*. [Timeframe for completion: Short-term planning period ◆ Measure applies to: City ◆ Agency/Department responsible: General Services]*

**G**oal OC-3: **Encourage clustering of residential development wherever possible to preserve continuous, unfragmented natural habitat.**

*Policy OC-3.1: Establish incentives which promote clustered development as a means of maintaining natural habitat.*

*Implementation Measure OC-3.1(a): Amend the Land Development Code to incorporate incentives, such as density bonuses, for cluster housing to conserve critical natural habitat. [Timeframe for completion: Ongoing planning period ◆ Measure applies to: City and County ◆ Agency/Department responsible: City and County Planning Agencies]*

*Implementation Measure OC-3.1(b): Ensure that the Land Development Code incorporates subdivision design standards to plan for shared or clustered driveways. [Timeframe for completion: Ongoing planning period ◆ Measure applies to: City and County ◆ Agency/Department responsible: Planning Agencies]*

**G**oal OC-4: **Encourage continuous public participation to monitor the Open Space and Conservation Elements.**

*Policy OC-4.1: Encourage participation of organizations established for purposes of open space conservancy.*

*Implementation Measure OC-4.1(a): Using community relations programs, provide notice and an opportunity for groups to participate in the annual General Plan report to provide views concerning the implementation of the Open Space and Conservation elements. [Timeframe for completion: Ongoing planning period ◆ Measure applies to: City and County ◆ Agency/Department responsible: City and County Planning Agencies]*

**G**oal OC-5: **Provide a system to catalog natural resources within the Planning Area.**

*Policy OC-5.1: Develop a resource inventory by coordinating available sources.*

*Implementation Measure OC-5.1(a): Evaluate and prepare an inventory of existing natural resources on a periodic and systematic basis during the life of the General Plan. The inventory may include encouraging other trustee or responsible agencies to take*

<sup>3</sup>Design review standards will either be included in the Land Development Code or adopted as a separate policy-regulatory program.

the lead in developing an inventory in areas of appropriate responsibility, it may include sponsorship of studies found by the Council to be of immediate importance to the City, or it may include City contributions in kind or monetarily, if appropriate, to assist in funding such studies. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: Planning]

*Implementation Measure OC-5.1(b):* During the short-term planning period, prepare a list of resources to be included in the inventory. This list shall be utilized to develop the systematic program for preparing the inventory. [Timeframe for completion: Short-term planning period ♦ Measure applies to: City ♦ Agency/Department responsible: Planning]

*Implementation Measure OC-5.1(c):* The City shall strive to start an inventory of at least one resource identified on its list or in its program every two fiscal years. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City ♦ Agency/Department responsible: Planning]

**G**oal OC-6: Utilize natural resource guidelines in future planning and development decisions.

*Policy OC-6.1:* To create a balance between the natural habitat and area development, provide guidelines to encourage development styles and techniques that respect the natural terrain, topography, and habitat.

*Implementation Measure OC-6.1(a):* The Land Development Code shall include provisions for review of the site terrain and natural characteristics as a part of site design and development. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: City and County Planning Agencies]

## 1.02 Russian River

### 1.02.01 Summary of major findings

**T**he Russian River is a vital recreation resource for the public as well as critical to agricultural use in the Ukiah Valley. Conflicts between these uses shall not be avoided by preventing public uses. Rather the City of Ukiah, Mendocino County and other public agencies shall simultaneously encourage reasonable public use and access and protection of agricultural and other private uses from trespass and vandalism. The Russian River is a significant fisheries habitat, the major flood control channel, and the major source of water for supply and distribution as well as resupply for the underlying aquifer. Historically and today, the river has been a major source of reeds and willows that were gathered by the native American inhabitants of the area, and fabricated into the unique baskets that are now world-famous.

Continued urbanization of the Russian River flood plain may result in impacts to the free flow of flood waters, increase exposure of persons and property to flooding, and cause deterioration or destruction of natural riparian habitats. The development patterns within the Valley have also resulted in the conversion of streams and creeks to channelized and tunneled drainage facilities. This destroyed natural habitat has not been replaced. Additionally, the channelization disrupted natural drainage patterns, which can result in increased flooding as more impermeable surfaces are created in the Valley. The implementation program in the Plan provides mitigation that is applied to development proposals.

The Russian River is a major identified floodway with expansive floodplains on each side of the river's channel. Its historic course has moved from time to time following major floods. The drainage of the river results in the deposit of gravel into the river bottom and along the floodway which provide opportunities for mineral extraction. Mining the Russian River has impacts in terms of changes to the depth of the river, disruption of river flows, and shifts in the banks or course of the channel.

The City of Ukiah has direct interest in the quality and protection of the Russian River. The river provides the City's water supply. It serves as a recreation resource. The river is also critical as a part of the City's wastewater treatment system.

Agricultural interests, property owners, and governmental agencies all have claims on portions of the river's stream flows for municipal, agricultural, and industrial uses. The river is regulated by the California Department of Water Resources. The Russian River carries significant volumes of water used outside of the Ukiah Valley.

### **1.02.02 General Plan goals, policies, and implementing programs**

#### **G**oal OC-7: **Ensure the health and viability of the Russian River and its tributaries.**

*Policy OC-7.1:* Maintain river bed and banks for flood control, water delivery, and fish habitat.

*Implementation Measure OC-7.1(a):* Working cooperatively on an ongoing basis with the affected property owners, the Russian River Flood Control and Water Conservation Improvement District (RRFC&WCID), Mendocino County, and other responsible and trustee agencies, develop and support programs to maintain the riverbed for flood control, fishery habitat, and water delivery. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: City Council, Board of Supervisors, Mendocino County Water Agency]

*Policy OC-7.2:* Take measures to prevent further deepening of the channel.

*Implementation Measure OC-7.2(a):* Working cooperatively on an ongoing basis with affected property owners, the RRFC&WCID, Mendocino County, and other responsible and trustee agencies, establish a program to set a minimum riverbed elevation above mean sea level along its route within the Ukiah Valley and participate in project review to ensure that the channel elevation is maintained. [Timeframe for completion: Short-term planning period ♦ Measure applies to: County ♦ Agency/Department responsible: Board of Supervisors, Mendocino County Water Agency]

*Policy OC-7.3:* Limit gravel harvesting to levels that do not exceed resupply of river gravel.

*Implementation Measure OC-7.3(a):* During the short-term planning period, work with the affected property owners, County of Mendocino, Department of Fish and Game, and California Division of Mines and Geology to determine the resupply levels of river gravel. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: County ♦ Agency/Department responsible: Mendocino County Water Agency]

*Implementation Measure OC-7.3(b):* When reviewing permit applications for mineral resource harvesting from within the river channel, ensure that permit conditions maintain a maximum harvest volume that will not, when combined with other extraction permits, exceed the resupply levels for river gravel. [Timeframe for completion:

Ongoing planning period ◆ *Measure applies to:* County ◆ *Agency/Department responsible:* Planning Department]

*Policy OC-7.4:* Take measures to lessen flooding resulting from runoff.

*Implementation Measure OC-7.4(a):* The revised Land Development Code shall incorporate standards for retention or volume reduction of stormwater flows as a means of reducing flood potential from surface runoff from large paved areas. [Timeframe for completion: Ongoing planning period ◆ *Measure applies to:* City and County ◆ *Agency/Department responsible:* Public Works Departments and Planning Departments]

*Policy OC-7.5:* Maintain the Russian River as a natural riparian corridor.

*Implementation Measure OC-7.5(a):* Incorporate design standards in the Land Development Code to integrate riparian habitat into project design as a means of avoiding potential impacts of river sedimentation and lessening the effects of erosion. [Timeframe for completion: Ongoing planning period ◆ *Measure applies to:* City and County ◆ *Agency/Department responsible:* Planning Departments]

*Implementation Measure OC-7.5(b):* Review project landscaping proposals, working with proponents, to avoid removal or damage to riparian habitat and develop programs to avoid or manage sedimentation and erosion of river channels and tributaries. [Timeframe for completion: Ongoing planning period ◆ *Measure applies to:* City and County ◆ *Agency/Department responsible:* Planning Departments]

*Implementation Measure OC-7.5(c):* The Land Development Code shall include either specified setbacks from the Russian River based on precise criteria or site-specific performance standards for each zoning district. [Timeframe for completion: Ongoing planning period ◆ *Measure applies to:* County ◆ *Agency/Department responsible:* Department of Planning and Building Services]

**G**oal OC-8: **Public or commercial recreational use shall be preferred to residential, general commercial, or industrial development on riverfront property.**

*Policy OC-8.1:* Prohibit conversion of riverfront agricultural land to residential, general commercial, or industrial use.

*Implementation Measure OC-8.1(a):* No lands within the one hundred year flood plain of the Russian River shall be converted from agricultural use to residential, general commercial, or industrial development. [Timeframe for completion: Ongoing planning period ◆ *Measure applies to:* County ◆ *Agency/Department responsible:* Planning]

*Implementation Measure OC-8.1(b):* Establish land development programs that place an emphasis on public or commercial recreation development of riverfront property, for lands converted from agricultural uses. [Timeframe for completion: Ongoing planning period ◆ *Measure applies to:* County ◆ *Agency/Department responsible:* Planning]

## 1.03 Creeks and streams

### 1.03.01 Summary of major findings

**C**reeks and streams provide spiritual, æsthetic, and material sustenance to human and other resident species and must be preserved, or where necessary, restored as corridors of riparian vegetation and habitat within both the urban and rural areas. Creekside greenbelts can be used to contain and define city neighborhoods and enhance air quality. The creeks provide drainage channels for groundwater recharge, domestic and agricultural water supply, flood mitigation, fish and other aquatic life.

Streams need to operate as natural waterways because the bottoms, edges and banks each serve a specific function. Stream banks and their riparian vegetation serve to filter runoff water as it enters the stream channel. Without these buffer zones, impurities can enter stream waters via storm runoff more directly.

The strip of trees such as cottonwood, alder, willow and valley oak which commonly grow along the Russian River and its tributaries is referred to in scientific literature as a riparian woodland, forest or scrub. This riparian strip provides essential habitat for water-related birds, mammals, amphibians and reptiles. The strip is an important “filtering zone” for runoff-water approaching the river, and the strip helps hold the river banks in place.

As development is proposed within or near stream and creek corridors, site-specific considerations may result in a need to establish an area on a parcel on which construction is limited. The limitations would be to provide protection of riparian vegetation and streambanks. There are many methods of accommodating both the natural riparian habitat and site development requirements. More detailed site plan review within stream and creek corridors can result in attractive projects that serve both the needs of the property owner and provide a benefit to the community as a whole with an attractive stream or creek corridor. This objective can be accomplished in several different ways. In some communities, development codes may specify fixed setback distances from streams as mitigation. The ultimate direction of the Plan is to determine the need for setbacks and precise distances on a project-by-project basis.

### 1.03.02 General Plan goals, policies, and implementing programs

**G**oal OC-9: **Conserve and enhance channels for creeks and waters flowing through the Planning Area.**

*Policy OC-9.1:* Establish a *Stream and Creek Restoration Master Plan* for each creek flowing through the City limits.

*Implementation Measure OC-9.1(a):* In the short term planning period, the City shall establish a citizen's task force for the Stream and Creek Restoration Master Plan and provide staff and technical assistance. [Timeframe for completion: Short-term planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: City Planning Department and County Department of Planning and Building]

*Implementation Measure OC-9.1(b):* The task force's final plan shall include recommendations for private and public funding sources and incentives <sup>4</sup> to property owners to

<sup>4</sup>Incentives are to be addressed in the development code. Appropriate incentives include flexibility in setbacks, trade-offs for parking, and similar concepts.

accomplish stream or creek restoration. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: City Council and Board of Supervisors]

**Policy OC-9.2:** Develop maintenance programs, ecosystem analysis, and hydrological studies for stream channels for creeks and waters through the Planning Area.

**Implementation Measure OC-9.2(a):** When maintaining creek and stream channels, the City shall be cognizant of the natural conditions, restoring them whenever possible. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City ♦ Agency/Department responsible: Public Works]

**Implementation Measure OC-9.2(b):** During the short-term planning period, wherever feasible and safe, remove barriers and impediments to fish passage following appropriate study of the channel. [Timeframe for completion: Short-term planning period ♦ Measure applies to: City ♦ Agency/Department responsible: Public Works]

**Implementation Measure OC-9.2(c):** The City shall maintain information available to the public about the use of riparian plants and vegetation for landscaping, including sources of plant material. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City ♦ Agency/Department responsible: Planning]

**Implementation Measure OC-9.2(d):** Ensure that grading and development codes incorporate measures to protect and enhance fish habitat including riparian vegetation protection and restoration and erosion and sediment control measures. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: Public Works, County Department of Planning & Building]

**Implementation Measure OC-9.2(e):** Development plans shall be reviewed to ensure that proposals are coordinated with adjoining development in design to maintain or enhance contiguous riparian corridors. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: Public Works, County Department of Planning & Building]

**Implementation Measure OC-9.2(f):** Support efforts of appropriate agencies to ensure instream water flows adequate to maintain and protect historic fisheries in the streams and creeks within the Planning Area. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: City Utilities, County Fish and Game Commission]

**Implementation Measure OC-9.2(g):** Work with the California Department of Fish and Game and community groups to inventory spawning streams in the Planning Area and establish population counts for important fish species. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: County ♦ Agency/Department responsible: County Fish and Game Commission]

**Implementation Measure OC-9.2(h):** During the intermediate and long-term planning period, the Redevelopment Authority shall consider among its projects the restoration of creeks within its jurisdiction. [Timeframe for completion: Intermediate and long-term planning period ♦ Measure applies to: City ♦ Agency/Department responsible: Redevelopment Authority]

**Implementation Measure OC-9.2(i):** The City shall develop and implement a review procedure with the California Department of Fish and Game which provides each local agency

the opportunity to comment on all proposed Streambed Alteration Agreements in the Planning Area. The focus of this review shall be upon the protection and enhancement of stream and creek natural resources, including fish and riparian vegetation. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City ♦ Agency/Department responsible: Planning Department]

*Implementation Measure OC-9.2(j):* The City Planning Department shall develop a review and comment procedure with the City Engineer and the Building Official which ensures that all public and private projects in or adjacent to a City stream or creek are designed and approved in a manner which preserves and enhances fish habitat, riparian vegetation, and the natural water course. [Timeframe for completion: Short-term planning period ♦ Measure applies to: City ♦ Agency/Department responsible: Planning Department]

*Policy OC-9.3:* Creek restoration programs shall not interfere with the existing and future floodwater carrying capacity of creek channels.

*Implementation Measure OC-9.3(a):* As a part of stream restoration and maintenance programs, the City and County shall ensure that floodwater carrying capacity has not been significantly reduced or damaged.<sup>5</sup> [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: Public Works]

*Implementation Measure OC-9.3(b):* Whenever possible, riparian vegetation shall be used for streambank protection in conjunction with natural materials or appropriate structural material to achieve a natural-looking appearance. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: Public Works]

*Policy OC-9.4:* Develop a stream access plan.

*Implementation Measure OC-9.4(a):* Working cooperatively between the City, County, and private landowners during the short-term and intermediate-term planning periods, develop pedestrian access along creeks flowing through the City. [Timeframe for completion: Short-term planning period ♦ Measure applies to: City ♦ Agency/Department responsible: Parks and Recreation]

*Implementation Measure OC-9.4(b):* During the short- through intermediate-term planning periods, develop pocket parks along creek channels on public lands where feasible. [Timeframe for completion: Short-term planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: City Parks and Recreation, County Administration]

*Policy OC-9.5:* Establish water course protection areas with construction limits to provide protection for riparian vegetation and streambanks.

*Implementation Measure OC-9.5(a):* The Land Development Code shall include either specified setbacks from streams based on precise criteria or site-specific performance standards for each zoning district. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: City Planning Department and County Department of Planning and Building]

<sup>5</sup>Revision responses to Caltrans comment.

*Policy OC-9.6:* Establish a *Stream and Creek Restoration Master Plan* for each creek flowing through the City limits.

*Implementation Measure OC-9.6(a):* In the short term planning period, the City shall establish a citizen's task force for the Stream and Creek Restoration Master Plan and provide staff and technical assistance. [Timeframe for completion: Short-term planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: City Planning Department and County Department of Planning and Building]

*Implementation Measure OC-9.6(b):* The task force's final plan shall include recommendations for private and public funding sources and incentives to property owners to accomplish stream or creek restoration. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: City Council and Board of Supervisors]

## **1.04 Hillside development**

### **1.04.01 Summary of major findings**

**P**reserving the hills on the western side of the Ukiah Valley will provide environmental benefits to the Valley. Additionally, the hillsides are an aesthetic and visual resource fundamental to Ukiah residents and to the tourist industry and they add economic value to property throughout the valley. Policies related to aesthetics and viewsheds are established in the Community Design Element.

More specifically, the hills help establish the identity of Ukiah and the Valley. The resource value of these hills is dependent on (1) fire protection, (2) minimizing landslide risks, (3) maintaining a healthy habitat for wildlife and (4) providing the condition for a healthy watershed. Scattered public ownership within the hills provide opportunities for the city and county to work with other public and private agencies to acquire or seek out easements to facilitate public access of the hills, trails, and other passive recreation resource values.

The eastern hills of the Ukiah Valley, due to exposure of the afternoon sun, provide a different habitat and vegetation cover than that of the western hills. The eastern hills contain a number of drainage channels and small canyons which result in nearly continuous extensive oak woodland habitat. Ensuring that a continuous habitat remains is an important community value for wildlife conservation and aesthetics. The use of flexible siting and development standards provide opportunities for efficient cluster development and maintenance of open space corridors. These are some of the methods available to conserve continuous habitat.

Open space programs for public health and safety are incorporated in the General Plan's Safety Element in Chapter IV.4.

### **1.04.02 General Plan goals, policies, and implementing programs**

**G**oal OC-10: **Conserve the natural woodlands environment of the area hills.**

*Policy OC-10.1:* Prepare a "Habitat Conservation Plan" for conservation of hillside environment.

*Implementation Measure OC-10.1(a):* During the short-term planning period, a "Habitat Conservation Plan" shall be developed in cooperation with the California Department of Fish and Game for the purpose of conserving valuable grounds in

prime habitat areas. [Timeframe for completion: Short-term planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: City Planning Department and County Department of Planning and Building]

*Policy OC-10.2:* Roads and structures shall be designed and sited to conserve or avoid damage to the natural hillside resources where feasible.

*Implementation Measure OC-10.2(a):* Utilize the Land Development Code to establish road and structure siting standards in the area's hills which conform to the Habitat Conservation Plan. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: City and County Public Works Departments, County Department of Planning & Building]

*Implementation Measure OC-10.2(b):* Site and design development to minimize impacts on views from the Valley. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: City Planning, County Department of Planning and Building]

*Implementation Measure OC-10.2(c):* Clearings for roads, buildings, and fire protection zones shall be sited in the least visible and ecologically damaging locations possible and screened with vegetation where feasible. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: City Planning, County Department of Planning and Building]

*Policy OC-10.3:* Before build-out makes it infeasible within the Planning Area and City, identify appropriate areas for trails along the ridge line that can be connected to trails in the valley.

*Implementation Measure OC-10.3(a):* Prior to the conclusion of the short-term planning period, establish a citizen committee appointed by the City Council and Board of Supervisors to identify and select locations within the hills which would be appropriate sites for future public acquisition. [Timeframe for completion: Short-term planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: City Council and Board of Supervisors]

*Implementation Measure OC-10.3(b):* The City and County shall work to identify for ridge-line areas found to be suitable for general public use for possible acquisition. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: City Planning Department and County Department of Planning and Building]

*Implementation Measure OC-10.3(c):* Provide points of connecting access from the ridge-top trails into the Valley in any plans or programs for trail development. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: City Council and Board of Supervisors]

## **Goal OC-11: Conserve coastal oak woodlands in the hills.**

*Policy OC-11.1:* Provide areas for development and areas for conservation in the hills.

*Implementation Measure OC-11.1(a):* Utilize the existing natural resource inventory combined with the Habitat Conservation Plan as a basis for allocating areas for development and areas for conservation. [Timeframe for completion: Ongoing planning period ♦

*Measure applies to: City and County ♦ Agency/Department responsible: City Planning Department and County Department of Planning and Building]*

*Implementation Measure OC-11.1(b): Lands designated for conservation shall be developed with onsite density transfer provisions such as cluster housing. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: City Planning Department and County Department of Planning and Building]*

*Implementation Measure OC-11.1(c): Utilize the provisions of the Land Development Code to allow density transfer within parcels that create cluster development to provide a balance between open space retention and the need to maintain a growing housing stock. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: City Planning Department and County Department of Planning and Building]*

*Implementation Measure OC-11.1(d): Density transfer shall be utilized as part of a project's subdivision review through provisions in the revised Land Development Code. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: City Planning Department and County Department of Planning and Building]*

*Implementation Measure OC-11.1(e): Residential development density shall be allocated in relation to the availability of services and facilities to serve the property in the land use element. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: City Planning Department and County Department of Planning and Building]*

*Policy OC-11.2: Development shall incorporate open space reserved for wildlife habitat and hiking.*

*Implementation Measure OC-11.2(a): When new residential development is proposed in the hills, provide incentives to encourage cluster development as a means of maintaining and enhancing natural areas and public hiking access. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: City Planning Department and County Department of Planning and Building]*

## 1.05 Water resources

### 1.05.01 Summary of major findings

#### 1.05.01(A) Surface water runoff

Surface water runoff is generated by precipitation that cannot be absorbed into the ground in the period following a storm. The surplus of water moves downhill into drainage channels, forming creeks, streams, and ultimately entering the Russian River. The amount of surface run-off is a factor generated by the precipitation in the storm, ground saturation, and the available *permeable* ground surface. When land is developed, ground is compacted or covered with paving. These surfaces are called *impermeable* surfaces. "Permeability" is

#### Explanation IV.1-II: Storm water discharge measurements

Stormwater runoff is measured using two calculations, volume and velocity. *Volume* is the quantity of water that is discharged from a site. For purposes of measuring flooding, it is sometimes calculated as a change in the elevation of floodwater or as cubic feet of water.

*Velocity* is the speed at which the water moves from a site.

the measure of how quickly water can penetrate a surface area.

When there is a limited amount of permeable area or high ground saturation, water runoff increases in both volume and velocity. When an entire drainage system has its capacity exceeded, the water begins rising within the channel and overtops the banks. This is called "flooding." When impermeable surfaces are created, consideration must be given to the control and management of the surface waters generated by new development. In the past, the City managed surface run-off by "engineering" and "channelizing" creeks passing through the Downtown area.

Paved areas with overflow pond areas can be developed to simultaneously provide groundwater recharge, limit flooding, and protect creek habitat. This works by avoiding unnaturally rapid and large runoff from urban areas. Lands that could be utilized as replacement habitat for the vernal pools and wetlands may be available within public ownership or available for public acquisition or conservation easements. The use of replacement habitat as a conservation program has become popular in California during the early 1990s. The concept is that in exchange for the ability to develop or use a parcel that may be considered critical resource — such as a wetland — another location is selected in which a replacement habitat is created or restored. The California Department of Fish and Game, the Nature Conservancy, and other organizations have prepared standards and criteria that provide a consistent method for seeking replacement habitat and creating a new wetland or vernal pool.

As more paved surfaces are developed within the Planning Area, the potential for contamination of surface water increases. With normal use, vehicles in parking lots may have leaks of oil, fuel, or coolant. This material accumulates on the surface of driveways and parking lots during dry weather. Although evaporation causes much of the liquid to aerate, the contaminants remain as a stain or on the surface of the paved area. During storms, the contaminants may be carried from the parking lot into the stormwater. The contaminated water combines with other surface water and drains into streams, creeks, and ultimately the Russian River. The contamination can be reduced through the use of various construction techniques. One common technique is to utilize a trap called a "dry-well." Surface water from a parking area drains into the well before exiting the property. Because petroleum-based contaminants float on water, a gravity system is used to separate oils and fuels from the water before it enters the drainage system.

Another surface water quality issue centers on containing the storm surge. The City and County drainage systems can only accommodate a certain volume of water at one time. As construction of *impervious surfaces* increases, the volume and velocity of water draining in response to storms increases, thereby increasing the storm surge and likelihood of flooding. Risks can be reduced by designing drainage controls which retain major storm waters on-site until peak flows have passed.

For many years, the pear orchards and vineyards along the river have served as the de facto detention basis and floodwater storage area for the City's and County's urbanized land uses. Neither agency has appropriately planned or managed stormwater runoff, because the agricultural uses along the river have always been a convenient flood control measure. As the Ukiah Valley continues to grow, it becomes more important for the City and County to manage stormwater run-off and retention so that the agri-industries suffer less from flooding impacts increased by urbanization.

Constructed ponds, dry wells, retention basins, and sediment traps are just a few of the techniques that can be used to delay the discharge of stormwater during major storms. In addition to increasing the load on the drainage system, stormwater runoff also can carry sediment and debris that clog and reduce drainage system capacity. This may result in flooding on tributaries, overflow at culverts and storm sewers, or overflows and discharges into the Russian River from the sewage disposal facility.

### 1.05.01(B) Points of potential contamination

There are two terms that apply to water pollution — *point* and *non-point sources* of pollution. Point sources are those that can be “pinpointed” to a specific location. Non-point sources of pollution originate over broad areas from which no single place of beginning can be identified. Between 1991 and 1993, the California legislature updated many of the State's laws related to clean water. The regulations cover many methods of management, remediation, and enforcement. Some of the regulations assign responsibility to County Health Departments, however, most are assigned to the California Water Quality Control Board.

In 1992 and 1993, the Congress updated and renewed the Federal Clean Water Act. Most management, responsibility, and enforcement has been assigned to the United States Environmental Protection Agency (EPA). Federal regulations address similar standards as California regulations. States are permitted to enact laws with more stringent standards than those applied by the Federal government but not standards which are less stringent. All public and private development in the Ukiah Valley will need to ensure protection of water sources — the Russian River, its tributaries, and the groundwater system.

For many years, treated and untreated water from municipal sewage disposal systems were discharged into water systems. Urban sewer plants were among the earliest targets for clean water actions and improvements. Sewage disposal methods are constantly improving, and reclaimed water can enhance conservation efforts by providing an alternative water source for certain uses, such as landscaping. Additionally, it may be possible to achieve an æsthetic enhancement of treatment ponds.

The emphasis for preventing surface water contamination is being placed on the individual. When surface water and stormwater runoff is controlled, the volume of contamination entering the Russian River system is reduced. Onsite management allows the City and County to cut down on the costs of containment through construction of less complex systems. Stormwater controls to cut down on contamination is a City-wide system that is needed.

The City of Ukiah owns a landfill located on Vichy Springs Road east of the Russian River. The landfill is part of the overall waste management system for Mendocino County. At the present time, there have been concerns about the potential for groundwater contamination from the landfill. Landfills must be designed to contain any water that touches the fill area. Surface water is contained through collection ponds designed to trap any excess flow of water so that it cannot leave the landfill site. These issues must be resolved as part of the permit process.

### 1.05.01(C) Water supply and demand

Water supply is not constant in the Ukiah Valley. The amount of water available for use varies with

precipitation, and intensity of water use. The right to use the available water is divided into three broad categories. Approximately forty percent of the more than 20,000 acre feet of water rights in the basin is controlled by “Pre-49” Water Rights, considered to be the preeminent water right. Another forty percent is held in various distribu-

Table IV.1-1: Water storage capacity, Russian River system

Basin	Unit	Average Specific Yield (%)	Depth zone (feet)	Area (Acres)	Usable storage Capacity (Acre Feet)
Potter Valley	Alluvium	5%	10-50	4,500	9,000
Ukiah Valley	Alluvium	20%	10-50	4,500	35,000

Source: California Water Resources Agency/Department of Water Resources, Table 84  
“Water Resources and Future Water Requirements — North Coastal Hydrographic Area  
Volume I: Southern Portion”

tion rights that date after 1949. The remaining twenty percent represent other uses and diversions. At present, during "normal" rainfall years, about 12,000 acre feet are used during the year. During a drought year, some of the "Post '49" water rights are suspended. In order for those who held the "younger" rights, the unused portions of the "Pre-'49" water rights are used to offset the drought-reduced volume of water.

#### 1.05.01(D) *Regional water data*

The Ukiah Valley groundwater basin is the northernmost basin in the Russian River water system. The groundwater basin is about twenty-two miles long and averages three miles in width. It underlies an area of over sixty square miles. The groundwater basin was created geologically in a depression formed by faulting.

Geologically, the sediments of *continental deposits* and recent alluvium layers are the strata in which water is contained. This is evident as the gravel in the Russian River. The depth of the gravel impacts the volume of water in the channel. These strata are located on top of the non-waterbearing consolidated rocks. The thickness may range from eight feet in the alluvium to potentially two thousand feet within the deposits. With the building of Coyote Dam, the flow of gravel was interrupted from the East Fork of the Russian River. Consequently, the depth of the gravel zone has been reduced as the river bed depth has decreased. Table IV.1-1 provides information from the Department of Water Resources about the Ukiah-area aquifer.<sup>6</sup> Figure IV.1-E shows the distribution of Valley water rights.

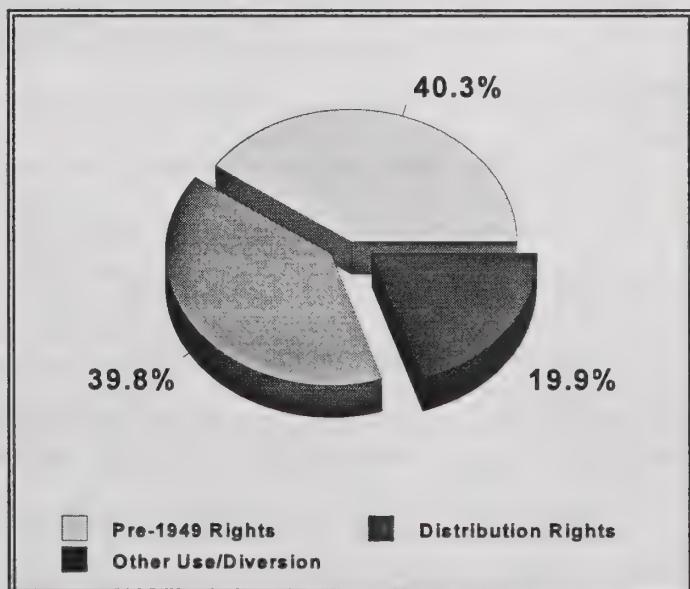
#### 1.05.02 General Plan goals, policies, and implementing programs

**G**oal OC-12: Protect groundwater recharge.

*Policy OC-12.1:* Establish a program to maintain quality and quantity of groundwater in the recharge area.

*Implementation Measure OC-12.1(a):* If it is determined that a development proposal may result in a significant reduction in groundwater recharge areas or water quantity, the developer shall be required to analyze the areas of new impermeable surfaces to

provide information as to whether the potential impact is significant. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City and County ♦ Agency/De-



**Figure IV.1-E: Sources of water rights**

<sup>6</sup>April 6, 1993 California Water Resources Agency—Department of Water Resources, Water Resources and Future Water Requirements, North Coastal Hydrographic Unit, Volume I: Southern Portion (Sacramento: State of California, 1985), Bulletin 142-1, pp. 318-322.

*partment responsible: City Planning Department and County Department of Planning and Building]*

## **G**oal OC-13: **Protect the Valley's groundwater system.**

*Policy OC-13.1: Maintaining long-term sustained yield of the Valley's groundwater system shall be the standard for evaluation for groundwater protection programs.*

*Implementation Measure OC-13.1(a): During the intermediate term planning period, assemble available baseline information describing the Valley's groundwater system — physical and natural characteristics, quality and quantity, and demand and resupply. [Timeframe for completion: Intermediate-term planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: City Planning Department and Mendocino County Water Agency]*

*Implementation Measure OC-13.1(b): Compile information necessary to prepare a comprehensive evaluation of potential impacts and standardize mitigation measures and project conditions related to groundwater protection. [Timeframe for completion: Intermediate planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: City Planning Department, County Department of Planning and Building and Mendocino County Water Agency]*

*Implementation Measure OC-13.1(c): When development proposals are received, ensure that there is adequate information from the baseline study, and the standardized impact analysis and mitigation program to determine whether the proposed project will result in a significant change in the Ukiah Valley aquifer. [Timeframe for completion: Ongoing (following completion of the groundwater studies) planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: City Planning Department and County Department of Planning and Building]*

## **G**oal OC-14: **Strive to keep local water resources for local use and avoid water export.**

*Policy OC-14.1: Support actions to retain water in the Ukiah Valley.*

*Implementation Measure OC-14.1(a): Participate with other area agencies in hearings and petitions before state or federal agencies to oppose transfer of water rights or Ukiah Valley-source water from within the Ukiah Valley to other areas. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: Mendocino County Water Agency]*

## **G**oal OC-15: **Protect surface and groundwater from adverse impacts from chemicals and soil sediments found in urban and agricultural runoff.**

*Policy OC-15.1: Protect water quality from adverse impacts of urban and agricultural runoff.*

*Implementation Measure OC-15.1(a): Adopt grading regulations for purposes of reducing erosion and sedimentation. [Timeframe for completion: Short-term planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: City Public Works and County Building and Planning]*

*Implementation Measure OC-15.1(b): Support public and private land management programs which aim to reduce erosion and agricultural run-off. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: City Council and County Board of Supervisors]*

## **G**oal OC-16: Design parking facilities to reduce runoff and surface water contamination.

*Policy OC-16.1: Protect surface water supplies from water generated in parking lots.*

*Implementation Measure OC-16.1(a):* Parking lot design shall be reviewed to ensure that there are adequate containment features to separate contaminated surface water from storm water run-off. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: Public Works Departments]

*Implementation Measure OC-16.1(b):* Utilize appropriate technology to delay storm surges from running off parking areas and potentially overburdening the drainage system. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: Public Works Departments]

*Policy OC-16.2: Manage stormwater flows to reduce the hazard of flooding from increased stormwater volumes.*

*Implementation Measure OC-16.2(a):* Review all proposed projects to ensure that the calculated volume and locations of surface water discharges do not exceed the capacity of area drainage systems. If the drainage system is exceeded, improvements can be required through Appendix 70 of the Uniform Building Code. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: City and County Public Works Departments]

*Implementation Measure OC-16.2(b):* During the intermediate-term planning period, develop a stormwater management program for urbanized areas in the Valley to prevent damage to agricultural areas from conveyance of flood capabilities waters. [Timeframe for completion: Intermediate planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: Public Works]

## **1.06 Agriculture**

### **1.06.01 Summary of major findings**

**A**griculture is a basic industry in the Ukiah Valley. Agriculture actually defines the Valley and its overall character and quality of appearance. It makes a valuable contribution to the local economy and to the quality of life. The encroachment of incompatible uses into agricultural areas must be prevented. Although the California Land Conservation Act (Williamson Act)<sup>7</sup> (Agricultural Preserves) promotes conservation of agricultural lands, a higher priority must be placed on maintaining the economic health of the agricultural industry in the Ukiah Valley. Ensuring the economic viability of agriculture is the most effective method of conserving agricultural lands. Agricultural land is much more than "open space land." Agricultural land has its own specific needs in order to remain such. A responsible "open space" policy must recognize agricultural land as an active land use and all the needs of agriculture as an operating business.

<sup>7</sup>"Agriculture Preserves" are contracts between the landowner and the County for special tax incentives to retain land for productive agriculture use in ten year periods. The contract renews automatically each year, so that it is a rolling ten year contract. In order to be released from the Agriculture Preserve requirements, a "notice of non-renewal" must be filed. The land then comes out of the preserve at the termination of the ten year period. The provisions for this method of preservation of agricultural land is contained within a state law called the "Williamson Act."

Widespread public interest exists in preserving agricultural uses as economic, visual and environmental resources. Protective programs with public and private financing or facilitation, including land trusts, open-space easements, and transfer of development rights could assist in conserving this valuable resource.

Due to the combination of soils and climate, California agricultural lands are often noted as a natural resource of worldwide significance. In the Ukiah Valley, in addition to the prime soils on the valley floor, many of the bench lands are highly productive for grapes. Residents of the valley hold a position of trust and stewardship for the remaining agriculturally suitable areas within the valley. Absent drastic changes in circumstances, the large, contiguous areas presently zoned for agriculture will not be removed from agricultural use. This includes portions of the area west of Highway 101 north of Ackerman Creek and on the east side of the freeway into the Ukiah Valley. Other productive agricultural parcels should not be converted to urban uses while developable land remains that is unsuited for agriculture.

Economic stability and sustainability in any industry is fostered by diversification and experimentation. Mendocino County has one of the largest concentrations in the state of organic farmers.

As the Ukiah Valley continues to grow, there will be an increased need for lands to urbanize. Agricultural lands are scattered throughout the Valley. Much of the "prime" agriculture lands are not classified as Agriculture Preserves with Williamson Act contracts. The interest in agricultural preserves waned following enactment of Proposition 13, because property taxes were substantially reduced.<sup>8</sup> Some of the lands within the Ukiah Valley designated for agricultural use are too small for viable commercial agriculture. These parcels are scattered throughout the Planning Area.

In addition to conserving prime agriculture lands in order to maintain a basic industry in the Ukiah Valley, policies to conserve agricultural lands are an important method of maintaining a rural appearing community and providing a rural quality of life. Policies for these latter two purposes should be subject to exceptions for land use conversions necessary to accommodate future populations and to accommodate existing scattered parcels too small for viable commercial agriculture.<sup>9</sup>

Long-term, programs to provide protection for existing commercial agriculture from encroaching residential development is important. The use of "right-to-farm" regulations — combined with the required CEQA assessment of the impact of proposed development on adjoining agriculture uses — are among the methods that can be used as a means of protecting existing agriculture from incompatible uses.

<sup>8</sup>Mendocino County General Plan, page I-10.

<sup>9</sup>"Commercial agriculture" means an agricultural enterprise that generates enough net income annually to cover the proprietor's living expenses and the operation's equipment repair and replacement (Source: Steven Taylor, Pacific Coast Farm Credit).

#### ***Explanation IV.1-III: "Right-to-Farm" regulations***

As urban development has moved further from cities and into rural and agricultural areas, established agri-business areas are experiencing emotional and legal conflicts between the business of agriculture and the desire of families to live on "their acre in the country."

To protect agri-business, many cities and counties have enacted ordinances that provide a pre-eminence or higher value on agriculture businesses over residential uses. The "right-to-farm" regulations ensure that when residential developments move next to agriculture, the rights of the industry override the newly established residential uses.

### 1.06.02 General Plan goals, policies, and implementing programs

#### **G**oal OC-17: Recognize agriculture as a basic industry in the Ukiah Valley.

*Policy OC-17.1:* The encroachment of incompatible uses into agricultural areas shall be avoided.

*Implementation Measure OC-17.1(a):* Land use designations shall avoid conflicts between agricultural uses and adjoining land uses. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: City Planning Department and County Department of Planning and Building]

*Policy OC-17.2:* Utilize the Williamson Act as one means to promote conservation of agricultural lands.

*Implementation Measure OC-17.2(a):* Encourage the use and renewal of Williamson Act contracts for agriculture lands in the Valley. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: County ♦ Agency/Department responsible: Board of Supervisors]

*Implementation Measure OC-17.2(b):* Encourage the County to approve requests for qualifying lands to enter into Williamson Act contracts. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: County ♦ Agency/Department responsible: Board of Supervisors]

*Policy OC-17.3:* Enact a right-to-farm ordinance consistent with the County's right-to-farm ordinance.

*Implementation Measure OC-17.3(a):* Within six months of initial General Plan adoption, enact the County Right-to-Farm ordinance or a more stringent right-to-farm ordinance. [Timeframe for completion: Short-term planning period ♦ Measure applies to: City ♦ Agency/Department responsible: Planning Department]

#### **G**oal OC-18: In concert with the County, preserve the economic viability of agriculture lands.

*Policy OC-18.1:* Investigate protective programs to conserve agriculture lands.

*Implementation Measure OC-18.1(a):* Utilizing methods such as public and private purchase of development rights, or other tradeoffs, including land trusts, open-space easements or transfer of development rights, work with the County to implement a program during the short-term planning period designed to remove or reduce development pressures on agricultural lands. [Timeframe for completion: Short-term planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: City Planning Department and County Department of Planning and Building]

#### **G**oal OC-19: Maintain existing agricultural areas.

*Policy OC-19.1:* The large, contiguous areas presently classified for agriculture are to remain classified as agricultural land.

*Implementation Measure OC-19.1(a):* Work with the County to provide for zoning that will permit establishment of small-sized, specialized, intensive farming operations or necessary accessory uses. [Timeframe for completion: Ongoing planning period ♦ Mea-

*sure applies to: City and County ♦ Agency/Department responsible: City Planning Department and County Department of Planning and Building]*

*Implementation Measure OC-19.1(b): Require parcel sizes created by new subdivisions<sup>10</sup> to be sufficient in size to be compatible with adjoining agriculture areas. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: City Planning Department and County Department of Planning and Building]*

*Implementation Measure OC-19.1(c): A land use classification and overlying zoning district could be changed from an agricultural classification to a non-agricultural classification only when all of the following have been substantiated:*

- The application includes either a proposed Specific Plan meeting the requirements of California law, or meets the requirements for a Master Plan Area and land development regulations;
- Included in the application is a letter from the source of funding for the project that the funds have been committed and approved for the proposed development. This document may be considered confidential and not a part of the public record, however, lead agency officials shall be required to attest to its authenticity;
- The development plan shows how infrastructure shall be provided. The project shall not result in a need for premature expansion of infrastructure;
- Along with the application, proof must be provided that no other locations within the Planning Area could meet the project's objectives;
- The General Plan amendment must achieve the long-range goals of the General Plan as it exists prior to amendment;
- The application shall not have a significant adverse effect on adjoining agricultural uses;
- The subject land is substantially unuseable for agricultural purposes due to encroaching adjacent nonagricultural uses. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: City Planning Department and County Department of Planning and Building]

## **G**oal OC-20: Allow agriculturally-compatible uses on non-viable agriculture lands.

*Policy OC-20.1: Ensure that development parcels on which commercially-viable agriculture is not feasible is compatible with agricultural uses.*

*Implementation Measure OC-20.1(a): Permit residential land use on agricultural lands at parcel sizes compatible with commercial agricultural uses on lots that are not feasible for commercial-scale agricultural use. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: City Planning Department and County Department of Planning and Building]*

*Implementation Measure OC-20.1(b): Utilize provisions of the Land Development Code to ensure that there is a suitable separation between commercial agriculture uses and non-compatible uses such as residential. The responsibility for providing the separation shall be borne by the non-agricultural use. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: City Planning Department and County Department of Planning and Building]*

<sup>10</sup>For purposes of the General Plan, *subdivision* means the division of any land into two or more saleable or buildable parcels.

*Implementation Measure OC-20.1(c): Ensure that the “right-to-farm” ordinance or Land Development Code includes appropriate performance standards for agricultural-residential separation on agricultural lands. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: City Planning Department and County Department of Planning and Building]*

## **G**oal OC-21: Support diversified farming for local benefits and food supply.

*Policy OC-21.1: Organic farming shall be encouraged as an economic and knowledge resource, as well as to promote self-sufficiency of local food supply.*

*Implementation Measure OC-21.1(a): Lend support on an ongoing basis to programs which encourage organic and sustainable farming. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: City Planning Department, County Department of Agriculture and Farm Advisor]*

### **1.07 Native plants and animals**

#### **1.07.01 Summary of major findings**

**V**alley oaks are a species of special concern to the California Department of Forestry and the California Department of Fish and Game. These trees are common within the climate and habitat of the Ukiah Valley. The City has enjoyed generations of beauty, sun protection, and summer cooling from its ever-maturing trees. The trees' health and ability to grow and reproduce must be protected as more development occurs in the City. To the extent possible, the “new” suburb look which can occur when mature trees are removed entirely and replaced with young nursery stock should be avoided.

As part of a diverse local ecology, there is a need to encourage desired birds and wildlife by landscape design and plantings. The local environment and habitat can be managed, for example, to encourage the population of bats for insect and mosquito control. An emphasis on native or indigenous species in landscaping, especially in public projects and for street trees, can enhance the area's ecosystems. Plant vegetation in interrelated communities can be used to enhance wildlife use. At the same time, consideration needs to be given to discourage undesirable species by using vegetation that is unattractive to such species or present nonconducive habitat. Native plant landscaping is an important option available for new development.

New growth needs to mature into vegetation matching the City's existing landscape. Much of the Ukiah area is attractively shaded by a variety of stately trees of various maturities including oaks, elms, fruit trees, sycamores, cedars and evergreens.

There are three categories of City or developed-area trees for which interest in protection has been expressed through the visioning process of the General Plan.<sup>11</sup> The first category deals with “street trees.” These are the trees that are located between the edge of pavement and beginning of private property. Trees are defined as street trees because of proximity to streets and roads, although in some situations, the tree may be located on private property that extends to the edge of pavement or the centerline of the street.

<sup>11</sup>Trees used for agricultural production, such as the Valley's pear trees, are expressly exempt from this discussion. This discussion also is not addressing the oak woodlands discussed in Section IV.A.4 on page 11.

The second category involves “park trees.” These trees are located on public property in the various City- or County-owned parks throughout the Planning Area. Trees located on other publicly-owned lands, such as school playgrounds or Mendocino College, are also classified as “park trees.”

The third category covers mature or “stately trees”, located entirely on private property, such as the proverbial “old oak tree” in the back yard. The vision of the General Plan focuses on conserving or enhancing these trees as part of project design rather than an unmitigated removal for convenient construction.

#### ***Explanation IV.1-IV: Oak woodlands<sup>12</sup>***

Nationwide and around the world, people’s typical idea of California is oak forests and woodlands, and these plant communities have historically had economic importance for livestock grazing, fuel, recreation, and timber resources. Due to climate and geography, the Ukiah Valley historically supported a uniquely rich diversity of oak communities. The valley oak is the official emblem of the city of Ukiah, and oaks are frequently used in commercial advertising as representing our regional identity.

Oaks are important to the local environment. The State Department of Fish and Game reports that oak forest and woodlands support more diverse wildlife species than any other California habitat, and are indispensable for creek and river habitats and fish populations. In addition, oaks stabilize soils on sloping ground, minimizing flooding, and help maintain water quality. They absorb noise, deflect wind, and filter dust and pollutants from the air.

Research conducted in other counties has shown that livestock forage production is greater under blue oaks than between them, has greater nutritional value, and remains greener into the dry season; the trees modify the microclimate and improve rangeland soils. Acorns as well as foliage provide food for domestic livestock and native species. Overgrazing by domestic livestock, wildlife, and insect populations threaten oak seedlings and saplings and long-term survival of woodlands.

Oaks increase the value of land for residential and other development. According to the International Society of Arboriculture, individual trees can be worth thousands to tens of thousands of dollars. Research conducted in the Ukiah Valley and Sonoma County substantiates an increase of 27% in the value of land for large-lot subdivision, as compared to cleared land. Unfortunately, subdivision often results in loss of individual trees as well as the overall mix of plants required for wildlife habitat. Tree stands are often thinned and under-story removed for building construction or landscaping with all nonnative plants. Individual trees are damaged or killed by irrigation, paving, trenching, and grade changes. Regeneration is prevented by weed clearing and incompatible landscaping. Lot lines and house siting that fails to take into account the survival and regeneration of woodlands results in fragmented stands that cannot support wildlife diversity.

Citing continuing severe losses statewide of oak woodlands and related wildlife habitat, the State Board of Forestry in May 1993 called for local governments to include protection of hardwood habitat in the general planning process, noting that if local planning efforts do not solve the problem, more restrictive state regulations will follow. A recent report of hardwood ownership and reserve status by the Forest and Rangeland Resources Assessment Program of the State Department of Forestry and Fire Protection ranks Mendocino County among the worst in the state in protecting hardwood rangelands.

<sup>12</sup>Prepared for the General Plan by Stephanie Hoppe, July 8, 1993.

The Ukiah Valley was once entirely oak forest. Within approximately one-quarter mile of the Russian River and other waterways, valley oaks grew in a continuous canopy with a dense undergrowth of varied plant species. Farther from the creeks and river, but where the water table was sufficiently high, valley oaks grew in more open woodlands and savanna. Black oaks grew on drier ground, and mixed oak woodlands covered the western hills, including blue oak, interior live oak, Oregon white oak, and canyon live oak. Even the chaparral community, a complex of trees and shrubs, includes oaks: shrub interior live oak, scrub oak, and leather oak.

At the present time, no valley oak woodland remains in the Ukiah Valley. The few individual trees and groves that remain may not suffice to assure the survival of the genetic strains unique to this region. A few patches of valley oak riparian woodland can still be found on some of the area creeks, for example Dolan Creek west of Helen Avenue, but this plant community no longer exists along the Russian River in the Ukiah Valley. Interior live oak woodland remains in the eastern hills of the valley. The westerly portions of the City of Ukiah and the western hills contain healthy stands of black oak woodland.

The long-term survival of oak woodlands depends on assuring that human and development activities take habitat needs into account. Survival of birds, fish, and other wildlife require that the natural diversity of trees and associated under story plant species be retained or restored. Valley oak woodlands and riparian communities could be replanted and on publicly owned property along the Russian River (such as the city water and sewer facilities) and elsewhere on the valley floor in conjunction with appropriate design of new development.

Within the urban area, valley oaks (or black oaks on drier ground) are highly appropriate for street trees, parks, and commercial and residential landscaping, as they are suited to the soil and climate, resistant to disease and pests, and conserving of water. A useful model is the city of Visalia, which like Ukiah was built in what was originally a large and majestic valley oak forest. Visalia has for many years successfully promoted the use of valley oaks for street and park planting. The commonly expressed concern about falling limbs applies only to the mature trees of 200 or 300 years age, a problem easily circumvented by assuring a continuing population of younger trees as these old ones are removed for safety reasons. Few if any nonnative trees will live so long and be so free of disease.

## 1.07.02 General Plan goals, policies, and implementing programs

### **G**oal OC-22: Conserve and replenish valley oaks in the Valley.

*Policy OC-22.1:* Maintain, protect, and replant stands of Valley Oaks.

*Implementation Measure OC-22.1(a):* When reviewing proposals for development, require that all valley oaks on the project area be identified, and ensure that all reasonable efforts have been undertaken to protect the trees. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: City Planning Department and County Department of Planning and Building]

### **G**oal OC-23: Native plant landscaping shall be encouraged.

*Policy OC-23.1:* Define standards that include native plant landscaping.

*Implementation Measure OC-23.1(a):* Provide information about native plant landscaping to developers.

*Implementation Measure OC-23.1(b): Develop landscaping standards which use native plant landscaping for all new development and redevelopment projects. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: City Planning Department and County Department of Planning and Building]*

*Implementation Measure OC-23.1(c): Landscaping standards for new development and redevelopment projects shall be applicable to all but individual single-family residential development.<sup>13</sup> Compliance with landscaping standards shall be required as a condition of discretionary approvals or a condition of issuing a building permit. This implementation measure does apply to single family residences located within planned developments or subdivisions for which landscaping standards were incorporated as conditions of project approval. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: City Planning Department and County Department of Planning and Building]*

## **G**oal OC-24: Replace aging trees with new trees.

*Policy OC-24.1: Develop a program to ensure continued healthy tree propagation.*

*Implementation Measure OC-24.1(a): Implement the program to replace aging trees giving preference to native species. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City ♦ Agency/Department responsible: Parks and Recreation]*

## **G**oal OC-25: Maintain and enhance the City's canopy of shade trees.

*Policy OC-25.1: Protect existing healthy mature trees to maintain shade and area attractiveness.*

*Implementation Measure OC-25.1(a): During the short-term planning period, utilize the Land Development Code or enact an ordinance identifying important shade tree areas and providing for their long-term management and health. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City ♦ Agency/Department responsible: City Planning Department]*

*Implementation Measure OC-25.1(b): Establish a requirement for public notice and hearing when trees are to be removed from undeveloped public, private, and redeveloped property — except for recreational purposes or in relation to agriculture — as part of the design review program. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City ♦ Agency/Department responsible: Redevelopment Agency]*

## **G**oal OC-26: Restore river fisheries.

*Policy OC-26.1: Prohibit fishing access to spawning riffles and fishing of newly released fish.*

*Implementation Measure OC-26.1(a): Establish restricted or no access points to areas where fish are known to spawn. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: City Planning Department and Fish and Game Commission]*

<sup>13</sup>Applicability of design and landscaping standards are defined in the Community Design Element, Chapter VI.2 of the General Plan. Generally, individual single family homes on individual parcels — unless part of a planned unit development, Master Plan Area, or Specific Plan — are exempt from design and landscaping standards identified in the Plan. If a home is part of a planned unit development, Master Plan Area, Specific Plan, or if it was part of a subdivision with landscaping conditions, then individual homes may be subject to design review.

## **G**oal OC-27: Limit public access where necessary to protect important fish habitat.

*Policy OC-27.1:* Establish preserves for typical or endangered fish species and habitats.

*Implementation Measure OC-27.1(a):* During the intermediate-term planning period, identify areas for acquisition or dedication as easements for purposes of wildlife preserves. [Timeframe for completion: Intermediate-term planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: City Planning Department and County Fish and Game Commission]

### **1.08 Scenic corridors**

#### **1.08.01 Summary of major findings**

**F**irst impressions of the Valley are important to Valley residents and in attracting visitors. One of the leading contributors to a positive first impression is an attractive series of highway corridors entering and leaving the Valley. Scenic corridors need to be identified and their attractiveness enhanced or preserved.

Within the Valley, there are local streets and roads that provide a respite from developing urban views. The roads serve as attractive corridors for residents traveling from home to work or business districts. Local scenic streets and highways are also in need of assurances that the views will remain attractive.

Highway 101 through the Ukiah Valley is a local General Plan Scenic Corridor which provides visitors and residents access to the beauty of this valley. It would enhance the environment of the Ukiah Valley if the appearance of the Highway 101 corridor were improved.

The Chamber of Commerce developed a beautification program along Highway 101 in 1990, resulting in the planting of trees in an area between Burke Hill Drive and Lake Mendocino Drive. The system is irrigated by an experimental solar-operated drip irrigation system. The trees and other plantings have added to the beautification of the Highway 101 corridor.

#### **1.08.02 General Plan goals, policies, and implementing programs**

## **G**oal OC-28: Visually enhance the Highway 101 corridor through the Planning Area.

*Policy OC-28.1:* Upgrade the visual appearance of the corridor along Highway 101.

*Implementation Measure OC-28.1(a):* Utilize the Land Development Code to require new construction, permits for remodeling, and replacement of landscaping to meet current landscaping standards to ensure an upgraded appearance through the Ukiah Valley. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: City Planning Department and County Department of Planning and Building]

*Implementation Measure OC-28.1(b):* During the short-term planning period, enhance the appearance of the Highway 101 corridor and Caltrans right-of-way with additions to the recently planted tree and flower plantings. The emphasis shall be to favor native species. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: City Planning Department]

## 1.09 Urban open space

### 1.09.01 Summary of major findings

**O**pen space within the City is very limited. Urban open space needs to be defined within the Planning Area. The established residential neighborhoods — particularly the West Side with its mix of residents and housing types and its extensive mature trees and landscaping — give the city its character as a pleasant place to live. Increasing pressure to remove stately trees and preempt yard areas for larger houses and additions should be offset by in lieu fees or off-site substitution of landscaped areas or public gardens in neighborhood park districts, lot coverage limits, and other measures. Community gardens, which are touched on in this section, are addressed in detail with supporting policy programs in the Parks and Recreation Element in Chapter V.2 of the General Plan.

### 1.09.02 General Plan goals, policies, and implementing programs

#### **G**oal OC-29: Maintain and enhance the “urban forests” which create a sense of urban space.

*Policy OC-29.1:* The development review process shall incorporate measures to maintain and enhance the urban tree canopy.

*Implementation Measure OC-29.1(a):* The Land Development Code shall incorporate measures to maintain and enhance the urban tree canopy. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City ♦ Agency/Department responsible: City Planning Department]

*Implementation Measure OC-29.1(b):* Review construction and landscaping site plans to ensure that healthy trees are not removed unnecessarily. [Timeframe for completion: ongoing planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: City planning Department and County Planning and Building Services Department]

*Policy OC-29.2:* Cultivate an understanding of and appreciation for the social, environment, and aesthetic values of trees.

*Implementation Measure OC-29.2(a):* Make available information on sound urban forest management practices. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City ♦ Agency/Department responsible: City Planning Department]

#### **G**oal OC-30: Showcase the Civic Center area as an urban park and gathering place.

*Policy OC-30.1:* Connect the Civic Center to the Courthouse through landscaping.

*Implementation Measure OC-30.1(a):* During the short-term planning period, redesign the Civic Center grounds/Seminary Avenue corridor as an urban park gathering place. Landscape the corridor that connects downtown to the Courthouse area via School Street. [Timeframe for completion: Short-term planning period ♦ Measure applies to: City ♦ Agency/Department responsible: Parks and Recreation]

*Implementation Measure OC-30.1(b):* Maintain Seminary Avenue as a tree-lined boulevard. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City ♦ Agency/Department responsible: Parks and Recreation]

*Policy OC-30.2:* Utilize undeveloped City-owned parcels as community gardens.

*Implementation Measure OC-30.2(a): Parcels of land that are owned by the City but undeveloped, shall be made available to interested groups as community gardens as feasible. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City ♦ Agency/Department responsible: General Services Department]*

*Implementation Measure OC-30.2(b): During the short-term planning period, promote the location of potential community garden sites. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City ♦ Agency/Department responsible: Parks and Recreation]*

## **1.10 Air quality**

### **1.10.01 Introduction and setting**

The Ukiah Valley is located in south-central Mendocino County, about 25 miles inland from the Pacific Ocean. The Valley lies at about 39 degrees north latitude and 123 west longitude. With an average elevation of about 630 feet, the Valley has surrounding hills ranging up to about 3000 feet. The Valley runs north-south for about 9 miles, with a maximum width of about 3 miles. The Russian River enters the Valley at the north end, and runs south along the Valley floor. Soils are composed of fertile alluvium, and many pear and grape orchards flourish along the east side of the River. Residential and commercial land uses predominate on the west side of the river. The railroad right-of-way and Highway 101 also parallel the river through the Valley. The roughly 28,000 people inhabiting the Ukiah Valley own about 23,500 on-road motor vehicles, which represent the largest source of air pollution.

Mendocino County's climate is considered Mediterranean, with warm, dry summers and cooler wet winters. Along the coast, mild temperatures predominate, moderated by the influence of the Pacific Ocean. This maritime effect diminishes inland by physical distance and intervening mountain ranges. Consequently, inland valleys experience a much wider range of temperatures.

### **1.10.02 Summary of major findings**

#### **1.10.02(A) Meteorology**

A persistent high pressure area off the Humboldt coast, called the East Pacific High, dominates weather over most of California. Seasonal variations in the strength and position of the high pressure cell cause changes in the weather patterns of the Ukiah Valley. The East Pacific High generally remains fixed several hundred miles off the coast from May through September, diverting storms and creating a dry summer climate. In late fall, the high pressure cell dissipates and winter storms can sweep in from the Gulf of Alaska.

Warm, dry summers and cool, wet winters typify Ukiah Valley weather. Summer high temperatures average in the 90's, while very warm days can exceed 105 degrees. Summer low temperatures often range between 50 and 60 degrees. Winter high temperatures generally range in the 50's and 60's, and can fall to 12 degrees at night. The average annual temperature is 58 degrees, and the frost-free period is about 220 days annually. Rain falls primarily during the winter months, with a long-term annual average of about 35 inches. Monthly rainfall can reach 8 inches in winter months.

Winds disperse air pollution emissions away from their sources, reducing concentration by diluting with cleaner air. Pollution dispersion can occur vertically as well as horizontally. Under "ideal" dispersion conditions, pollution moves away from its source in all directions, unimpeded by physical

barriers, rapidly diluting and dissipating so that no health hazard remains. Conversely, still air often allows pollution levels to build up near where emission occur.

Frequently in the Ukiah Valley, a phenomenon known as a “temperature inversion” occurs. During inversion conditions, a layer of warm air covers a cooler layer near the ground, trapping air and restricting vertical mixing. The base of these inversions usually occurs at 1500 feet or lower, well below the tops of surrounding hills. Data from the California Air Resources Board (ARB) shows that an inversion is present 98% of mornings, and it is ground-based 85% of the time<sup>14</sup>. The result is that pollutants emitted in the Ukiah Valley are effectively trapped, and cannot disperse vertically or laterally. Compounding this trapping effect, calm (near zero mph) surface winds occur about 50% of the time.

Two processes form surface-based inversions in the Ukiah Valley. During summer, warmer inland temperatures tend to create a low pressure zone, which pulls cooler marine air inland. This intrusion of cool marine air into the Valley near the ground lifts warmer air, creating an inversion on most summer days. Inversions also form nocturnally as air cooling on surrounding hills flows down canyons, pooling on the Valley floor.

During winter, strong local inversions form as cold air sinks from surrounding hills. This happens on most nights in stable weather between storms. During these periods, pollution build-up from automobiles and stationary sources is often compounded by significant quantities of PM10 (smoke) from open burning and wood burning appliances. The Ukiah Valley's strong, persistent winter inversions, coupled with little wind (between storm periods) allows pollution to build for a period of days, with each day's new emissions added to the residual from the day before. At such times, violations of the state PM<sub>10</sub> standard can occur.

Prevailing strong summer winds come from the northwest. However, winds can come from the south and east under several short-lived conditions. First, when a storm front approaches Northern California from the north-west, winds near the surface blow toward the storm front (an area of low pressure). These southerly winds usually last no more than a day, and as soon as the storm passes, winds again are still or blow from the north-west. Very hot weather in the upper Sacramento Valley can also cause cooler marine air to flow up the Russian River, causing weak to moderate south winds along the Valley floor.

In early autumn, strong, dry offshore winds may occur for several days in a row. These winds, called “Santa Anas” in southern California, are usually caused by a large mass of cold air aloft subsiding over southern Utah and northern Arizona. As this air mass sinks, it compresses the air below it, causing heating and surface air movement toward the Pacific coast. During either of these regimes, air pollution created in the Sacramento Valley, Santa Rosa Plain, or even San Francisco Bay area may move into the Ukiah Valley.<sup>15</sup>

#### **1.10.02(B) Air Quality Management**

Responsibility for controlling air pollution rests with the Mendocino County Air Quality Management District. The County Board of Supervisors governs the District. The District's mission is to protect public health and welfare from the effects of air pollution. The District protects public health by maintaining all

<sup>14</sup>Personal communication with David Faulkner, Executive Director of the Mendocino County Air Quality Management District (MCAQMD), July 29, 1994.

<sup>15</sup>Personal communication with Phil Towle, MCAQMD, and Wilson Goddard PhD, Consulting Engineer, July 29, 1994.

applicable air quality standards. Controlling odors and nuisances, protecting sensitive agricultural crops, and limiting damage to material goods from air pollutants protect public welfare. The District also maintains an air monitoring program.

The District issues permits for stationary sources to emit specified quantities of pollution, construction of new emission sources, and open burning. District enforcement staff conduct compliance inspections of stationary sources, respond to odor and nuisance complaints, and enforce open burning regulations. The District also receives reports of toxic emissions from stationary sources, enforces applicable regulations on these emissions, and conducts continuous ambient air monitoring in Ukiah, Willits and Fort Bragg.

The District reviews larger new residential and commercial projects under the California Environmental Quality Act. The District also comments on General and Specific Plans and works with local planning agencies to develop land use and zoning programs beneficial to air quality. In this process, the District provides technical information, prepares or reviews emission modeling, determines significance of predicted emissions, and recommends mitigation and alternatives.

The Mendocino County Air Quality Management District is part of the North Coast Air Basin, which includes Del Norte, Humboldt, Trinity, Mendocino counties and part of northern Sonoma county. The first three counties named are in the North Coast Unified Air Quality Management District, Mendocino County is a separate air district, and Northern Sonoma is a separate air district. Districts of the North Coast Air Basin cooperate to develop rules and regulations, and to share engineering, monitoring and other resources.

#### **1.10.02(C) Air Quality Standards**

Ambient Air Quality standards consist of three elements: a compound (example, carbon monoxide), a concentration (example, 9.0 parts per million), and an averaging time (example, 8 hours). Hence, the allowable level of carbon monoxide is 9.0 parts per million measured over eight hours.

Both the state and federal governments have set ambient air quality standards for ozone, carbon monoxide, nitrogen dioxide, sulfur dioxide, PM10 (particulate matter 10 microns or smaller), and lead. Additional pollutants present a problem in some areas (e.g., near sources of sulfur compound emissions), and the state has set standards for sulfates and hydrogen sulfides. There is also a California ambient air quality standard for visibility reducing particulate matter.

The table below shows standards which air districts must maintain:

**Table IV.1-2: National and California Ambient Air Quality Standards (1994)**

Air Pollutant	Averaging Time	Units	California Standards	National	
				Primary Standards	Secondary Standards
Ozone	1 hour	ppm	0.09	0.12	
Carbon Monoxide	8 hour	ppm	9.00	9.00	
	1 hour	ppm	20.00	35.00	
Nitrogen Dioxide	Annual	µg/m <sup>3</sup>	-	100.00	
	1 hour	ppm	0.25	-	-

Air Pollutant	Averaging Time	Units	California Standards	National	
				Primary Standards	Secondary Standards
Ozone	1 hour	ppm	0.09	0.12	
Sulfur Dioxide	Annual	ppm	-	0.03	
	24 hours	ppm	0.05	0.14	
PM10	1 hour	ppm	0.25	-	-
	Annual $\mu\text{g}/\text{m}^3$	$\mu\text{g}/\text{m}^3$	30.00	50.00	
	24 hours	$\mu\text{g}/\text{m}^3$	50.00	150.00	
Lead	30 Day Average	$\mu\text{g}/\text{m}^3$	1.50	-	-
	Calendar Quarter	$\mu\text{g}/\text{m}^3$	-	1.50	
Sulfates	24 hour	$\mu\text{g}/\text{m}^3$	25.00	-	-
Visibility Reducing Particulate matter (state only) <sup>16</sup>	8 hour	-	-	-	-
Hydrogen Sulfide (H <sub>2</sub> S)	1 hour	ppm	0.03	-	-

Scientists express concentration of ambient air contaminants in the following units: ppm refers to parts per million by volume, and  $\mu\text{g}/\text{m}^3$  is micrograms per cubic meter. The federal government sets National Primary Standards at levels necessary to protect public health. Similarly, National Secondary Standards protect public welfare from any known or anticipated adverse effect of a pollutant.

For all pollutants except as noted, California Standards must not be equaled or exceeded. For carbon monoxide and sulfur dioxide (1-hour averaging period) standards can reach the limit shown but must not exceed that level. For ozone levels of 0.10 or above, the state Air Resources Board uses a statistical computation to determine if the district becomes "non-attainment." The respirable particulate matter standard must not be exceeded.

National standards, other than for ozone and those based on annual averages or annual geometric means, must not be exceeded more than once a year. The federal ozone standard is attained when the expected number of days per calendar year with maximum hourly average concentrations above the standard is equal to or less than one over a three year period. For respirable particulate matter, the federal annual standard is based on the arithmetic mean and the state annual standard is based on the geometric mean.

<sup>16</sup>In sufficient amount to produce an extinction coefficient of 0.23 per kilometer due to particles when the relative humidity is less than 70 percent.

**1.10.02(D) Ozone**

The most important air pollutant in urban areas of California is ozone. Ozone is a secondary pollutant, formed by a reaction of several compounds in the presence of sunlight. The two most important pollutants creating ozone are oxides of nitrogen (NOX) and certain hydrocarbons, called reactive organic gases (ROG). Carbon monoxide (a product of incomplete combustion) and other pollutants may play a secondary role in ozone formation. The primary sources of ozone precursors in the Ukiah Valley (as throughout California) are automobiles in summer and wood stoves in winter.

Ozone is a colorless gas with a pungent odor, and it has a profound detrimental effect on human health. At concentrations near the state standard, sensitive people (those with asthma, emphysema and other respiratory problems) become uncomfortable. At higher concentrations, almost everyone's breathing is impaired and vigorous activities are not recommended. Long term exposure produces permanent damage in both humans and plants. State and federal standards are set to protect society from the harmful effects of this pollutant.

Ozone concentrations at 0.06 ppm and above damages sensitive plants such as leafy vegetables and citrus. The long-term exposure to ozone at existing levels damages crops such as grapes and reduces harvests. In 1988, the state estimated that ozone cause a reduction in Mendocino County grape yields of 0% to 10%. Statewide, ozone is estimated to cause about \$3 billion annual losses to crops and material. Health costs are more difficult to estimate, but one study in the Los Angeles basin found combined ozone and particulate pollution impacts of about \$3 billion in 1990 alone.

**1.10.02(E) Respirable Particulate Matter (PM<sub>10</sub>)**

Particulate matter is composed of small bits of unburned fuel, dust, ash, soot, soil and other material. Secondary particulate matter forms when gaseous pollutants combine, creating solid material such as nitrates and sulphate. Particulate matter irritates the human respiratory tract. Recent epidemiological studies indicate that particulate matter poses a greater threat to human health than ozone. Initial air standards were set for Total Suspended Particulate (TSP). In 1986, state and federal agencies revised standards to collect samples of particulate matter. Only particulate matter smaller than 10 microns in diameter reaches the lung and has significant adverse health impacts. The present ambient air quality standard for particulate matter reflects this, and applies only to such particles, sometimes called PM<sub>10</sub>. It is likely the state will require air districts to develop plans to attain the PM<sub>10</sub> standard during the tenure of this General Plan.

**1.10.02(F) Air Quality Monitoring**

In Ukiah, the District operates a PM<sub>10</sub> sampler located on top of the City library, at the corner of Perkins and Main streets. The District conducts continuous measurement of ozone, carbon monoxide, nitrogen oxides, and weather data at 306 E. Gobbi Street. Ambient concentrations of carbon monoxide and nitrogen oxides remain well below state standards. However, PM<sub>10</sub> and ozone pose a continuing problem.

Tables IV.1-3 and IV.1-4 provide a summary of ozone and PM<sub>10</sub> monitoring to date. The data in the tables show attainment of the state ozone standard of 0.09 ppm, projected growth of automobile traffic could cause unhealthy levels of ozone to develop.

Particulate matter air monitoring began in Ukiah in 1971, with installation of a Total Suspended Particulate (TSP) instrument in the downtown area. National ambient standards for TSP were violated in

1972, '74, '75 and '76 (no data available for 1973). More restrictive stationary source rules reduced emissions sufficiently to meet the standard through 1986.  $PM_{10}$  monitoring replaced TSP in 1987. These  $PM_{10}$  measurements, which provide a better indication of actual human health impacts, show standard violations almost every winter to date.

### 1.10.02(G) Sources of Emissions

Ozone occurs as a secondary pollutant formed in the atmosphere from precursors: Reactive Organic Gases (ROG) and Nitrogen Oxides (NOx). ROGs come from vehicle fueling and exhaust, paints and solvents, industrial processes, and biogenic sources. The main source of NOx is combustion, whether in an open burn, a boiler or an automobile engine.

Ozone also contributes to formation of nitrogen dioxide, an acrid, highly irritating pollutant which gives the reddish-brown color to urban smog.

Particulate matter emissions occur from a variety of stationary and mobile sources. The ARB estimates that over 27 tons per day of  $PM_{10}$  emissions come from motor vehicles (entrained road dust and exhaust) in Mendocino County. This represents about 75% of daily emissions during the dry months.<sup>17</sup>

The California ARB prepares estimates of daily pollution emissions within the state's air basins, as required by state law. 1991 represents the most recent emission inventory for the county, (published in January, 1994). The District provided point source emission estimates, while ARB staff estimated emissions for area sources and motor vehicles. "Area sources" is a term for the many small stationary sources (i.e., water heaters, consumer solvents) that the District does not permit. Emission estimates for some sources, (such as residential wood combustion), need further review because the ARB probably applied generalized factors to this county which may not reflect actual conditions. Many times these generalized emission estimates undergo refinement by air districts, based on better local knowledge of emission sources (such

Year	Average Daily Maximum/Hour	Yearly Max/Hour
1980	0.033	0.08
1981	0.029	0.08
1982	0.032	0.08
1983	0.027	0.07
1984	0.033	0.07
1985	0.037	0.07
1986	0.041	0.07
1987	N/A	N/A
1988		0.09
1989	N/A	N/A
1990	N/A	N/A
1991	N/A	N/A
1992*	0.034	0.06
1993	N/A	0.08

\*Started in October, 1992

as surveys of homes relying solely on wood heat).

Table IV.1-5 shows estimated emissions of air pollutants from various sources in Mendocino County, based on the Air Resources Board's emission inventory for 1991.

<sup>17</sup>California Environmental Protection Agency, Air Resources Board, Technical Support Division. **Emission Inventory 1991**. Published January 1994.

There are several factors to be considered when reviewing the information in the Air Quality Chapter. The numbers represent the entire annual emissions of a given compound, but some activities exhibit a seasonal nature. For example, almost all PM<sub>10</sub> emissions from residential wood combustion occurs in just a few months (winter). These emissions, coupled with adverse meteorology described above, means that almost all Ukiah Valley PM<sub>10</sub> violations occur in winter. Consequently, this plan contains policies designed to reduce ambient woodsmoke levels.

Future estimates of auto emission may be significantly higher than shown in Table IV.1-4. Because Mendocino County currently meets state ozone standards, local auto owners do not have to participate in the biennial smog check program. The 1991 Mendocino County Emission Inventory is based on state average emission rates for fleets exempt from smog checks, which may not truly represent emissions from the mix of vehicles in Mendocino County. More importantly, the entire state program for estimating motor vehicle emissions is undergoing revision; because recent tests of "on-road" automobiles revealed serious flaws in current laboratory testing.

New ARB emission factors due for release in late 1994 will probably incorporate the following changes:

CO emissions will double  
ROG emissions will increase by 60% to 70%  
NOX emissions will increase by 10% to 25%

Therefore, the motor vehicle portion of the emission inventory shown in the table will probably increase substantially, as will estimated emissions from new development projects.

Valley-wide, motor vehicles create the largest amount of ozone precursor pollution. This situation is not likely to change during the period of this General Plan. Even though new vehicles have more strict emission standards than existing vehicles, the growth of driving may overwhelm technical advances.

**Table IV.1-4: Ukiah Valley TSP and PM<sub>10</sub> Data**  
( $\mu\text{g}/\text{m}^3$ )

Year	Annual Maximum <sup>a</sup> (# over 50 $\mu\text{g}/\text{m}^3$ )	Yearly Average <sup>b</sup>
1971 - TSP	N/A	58
1972 - TSP	N/A	61
1973 - TSP	N/A	*
1974 - TSP	N/A	87
1975 - TSP	N/A	63
1976 - TSP	N/A	68
1977 - TSP	N/A	59
1978 - TSP	N/A	57
1979 - TSP	N/A	58
1980 - TSP	N/A	53
1981 - TSP	N/A	48
1982 - TSP	N/A	48
1983 - TSP	N/A	43
1984 - TSP	N/A	37
1985 - TSP	N/A	45
1986 - TSP	N/A	41
1987 - PM <sub>10</sub>	64 (10)	29
1988 - PM <sub>10</sub>	88 (6)	24
1989 - PM <sub>10</sub>	70 (8)	29
1990 - PM <sub>10</sub>	59 (3)	20
1991 - PM <sub>10</sub>	58 (3)	22
1992 - PM <sub>10</sub>	46 (0)	N/A
1993 - PM <sub>10</sub>	54 (1)	23

<sup>a</sup>State PM<sub>10</sub> Standard is 50  $\mu\text{g}/\text{m}^3$ , 24 hour average

<sup>b</sup>Federal TSP Standard was 60  $\mu\text{g}/\text{m}^3$  (Annual Geometric Mean)  
Current State Standard PM<sub>10</sub> is 30  $\mu\text{g}/\text{m}^3$  (Annual Geometric Mean)

Caltrans reports that, between 1985 and 1992, driving on local streets and roads increased 4% per year (from 275,421,000 AVMT to 345,010,000 AVMT).<sup>18</sup> During the same period, county population grew at only 1.9% per year (County Census data). Therefore, local auto traffic has grown twice as fast as population.

Caltrans reports that statewide, vehicle use is increasing at about 5% a year, while congestion is increasing at 15% per year. In 1994, the state estimates that fully 25% of all gasoline burned in the Los Angeles basin is wasted by vehicles idling in traffic. In 1993, average traffic speeds for all roads in the Los Angeles area was about 35 mile per hour. With increasing congestion, this speed will fall to about 18 miles per hour by 2010. While Caltrans has not performed such refined estimates for the Ukiah Valley, the trends are clear.

**Table IV.1-5: Summary Annual Emission Inventory for Mendocino County (1991)**

CATEGORY	ROG	CO	NOX	SOx	PM10
<b>STATIONARY</b>					
Fuel Combustion	511	6,205	511	219	1,022
Waste Burning	73	1,022	37	-	110
Solvents	1,095	-	-	-	-
Industrial Processes	37	-	-	-	-
Miscellaneous Processes	146	402	-	-	1,460
<b>Total Stationary Sources</b>	<b>1,862</b>	<b>7,629</b>	<b>548</b>	<b>219</b>	<b>2,592</b>
<b>MOBILE</b>					
Entrained Road Dust	-	-	-	-	9,855
Petroleum Marketing	475	-	-	-	-
On-road Vehicles	2,701	26,280	3,139	219	256
Other Mobile	1,387	7,665	4,015	1,059	219
<b>Total Mobile Sources</b>	<b>4,563</b>	<b>33,945</b>	<b>7,154</b>	<b>1,278</b>	<b>10,330</b>
<b>TOTAL</b>	<b>6,425</b>	<b>41,574</b>	<b>7,702</b>	<b>14,978</b>	<b>12,922</b>

This General Plan forecasts a 60% increase in Valley-wide population over the next 30 years. If current documented trends continue, this would result in traffic increasing by 120% over present levels. Can serious congestion be far behind? With congestion comes a significant increase in motor vehicle emissions, as cars create high emission levels under acceleration (common in stop-and-go traffic).

An analysis of some of the current causes of traffic growth can help one understand the problem. Much of the growth in motor vehicle use is caused by developing new housing in locations far from shopping, jobs, schools, childcare, and the other day-to-day necessities. Additionally, pedestrian, bicycle,

<sup>18</sup>California Department of Transportation, District 1. Letter from Linda Goff-Evans to MCAQMD. March 7, 1994.

and transit facilities are lacking, unsafe, or inadequate for the average person's needs. Therefore, most new housing requires daily use of an automobile for almost all trip purposes.

An oversupply of cheap or free parking throughout the Valley also encourages driving. One example of how free parking encourages single occupant vehicle commuting can provide some explanation. A large study of employer trip reduction programs conducted by researchers at UCLA showed that charging the market rate for parking (\$2.50 per day) was a bigger incentive to employee carpooling than an offer of free gasoline!

The City of Ukiah reports that the average downtown parking space is worth about \$10,000. However, drivers pay only a tiny fraction of the true value of the resource, resulting in a major subsidy to the private automobile. Additionally, zoning codes require commercial development to provide an excess of parking spaces, resulting in a loss of large areas of downtown to other productive uses. Large paved areas also present a powerful disincentive to walking, hence the common practice of shoppers to move their cars to go just a few blocks.

This Plan can start to solve the problems outlined above. Land use decisions can help locate jobs, housing, and shopping in close proximity. The Circulation Element can also speed development of an integrated system of safe bicycle and pedestrian paths, and reduce parking requirements. It can also price parking in a way that encourages carpooling, transit use, and other non-polluting modes of travel. An aggressive effort to implement these actions will reduce the growth of vehicle trips and miles traveled, thus controlling the growth of air pollution.

Other benefits can accrue as well. According to a growing body of research, "By creating environments that are more conducive to alternative transportation modes such as walking, biking and transit, we can create more 'liveable' communities -- communities with reduced congestion, increased personal mobility, and cleaner, healthier air."<sup>19</sup> Research also shows that this type of growth promotes the fiscal health of communities too, partly by avoiding expensive road widening and maintenance costs.

#### **1.10.02(H)      *The Challenge of Growth and Air Quality***

Mendocino County is designated non-attainment for the state PM<sub>10</sub> standard, based on the measurements summarized previously. Most exceedances occur during winter months, although summer levels can occur near the standard. Residential wood combustion is probably the primary source of winter time emissions, although automobiles, construction and agricultural operations, open burning (outside City limits) and wood processing contribute to the problem.

Policies recommended in this Plan address new PM<sub>10</sub> emission sources, such as limiting new residential fireplaces, enhancing insulation requirements, and orienting new homes to utilize solar space heating in winter months. The District has also recently adopted many new procedures such as restricting burn days and enhancing enforcement activities. Major industrial sources of respirable particulate matter have also reduced emissions, (example, all "tee-pee" wood waste burners have shut down permanently).

Most urban areas of California violate the state ozone standard in summer months. Ozone levels in the Ukiah Valley reach a level at or just below the state standard almost every summer. Even small increases in primary ozone precursors (10% to 15%) would likely result in violation of the state ozone standard. If the Ukiah Valley violates state ozone standards, the ARB would designate the county non-

<sup>19</sup>California Air Resources Board, Office of Air Quality and Transportation Planning. *The Land Use - Air Quality Linkage, how Land Use and Transportation Affect Air Quality*. 1994

attainment. In addition to public health consequences, non-attainment status could have serious repercussions for local business and citizens.

The 1988 California Clean Air Act<sup>20</sup> mandates ozone non-attainment districts to develop plans to achieve the state standard by the earliest practicable date. Each district plan must achieve emission reductions of at least five percent per year, or 15% averaged over three years. Among the required actions by air districts for attainment plans are:

1. Implement a permitting program for new stationary sources with potential to emit 25 tons per year designed to achieve no net increase.
2. Require stringent control technology for existing sources.
3. Adopt control programs for area-wide and indirect sources.
4. Develop a sophisticated emission inventory and analytical capabilities.
5. Develop public education programs to reduce emissions from transportation and area-wide sources.

Additionally, the state will impose programs independent of local district actions, such as imposing mandatory biennial smog check for all vehicles, county-wide. This program alone would cost Mendocino county residents approximately \$4.5 million per year.

Clearly, the City's residents will benefit from maintenance of state ozone standards by reducing emissions from all new development projects, and continuing to reduce pollution from existing sources. The policies provided in this element, along with supporting policies in the rest of the General Plan, provide a very important tool for maintaining air quality.

### **1.10.03 Summary**

At a recent conference in San Francisco, Mary D. Nichols, Assistant Administrator for Air Quality with the Federal EPA was asked, "Now that the Bay Area's air quality almost meets EPA standards, what could we have done to achieve these standards sooner?" She replied, "If there is one area where I have some disappointment, it is that we weren't able to bring together local governments, through their land use and transportation planning agencies, sooner. Working with air regulators, they might have been able to develop plans that would have knitted together the transportation systems and land use plans of the region in a way that would have facilitated some of the efforts to maintain air quality in the region. It is a lot harder to come back after the fact and try to take people's cars away, make it more expensive for them to drive, or otherwise limit people's choices when, if we had planned better to begin with, we might have made it easier for everybody to rely less on driving than they do today."

### **1.10.04 General Plan goals, policies, and implementing programs**

**G**oal OC-31: Reverse present deterioration of Valley air quality to maintain agricultural viability and human health.

*Policy OC-31.1: Concentrate development to encourage mass transit and limit automobile use.*

*Implementation Measure OC-31.1(a): Utilize the revised Land Development Code as a means of promoting improved siting of development to reduce vehicle emissions. [Time-frame for completion: Ongoing planning period ♦ Measure applies to: City and County ♦*

<sup>20</sup>California Health and Safety Code §40918 et seq.

*Agency/Department responsible:* City Planning Department and County Department of Planning and Building]

*Implementation Measure OC-31.1(b):* Consider measures to reduce traffic in other parts of the community to offset emissions (or traffic) not mitigated by site-specific measures.  
[*Timeframe for completion:* Ongoing planning period ♦ *Measure applies to:* City and County ♦ *Agency/Department responsible:* City Planning Department and County Department of Planning and Building]

*Implementation Measure OC-31.1(c):* Develop traffic management measures that are designed to discourage through-traffic as a means of reducing emissions. [*Timeframe for completion:* Short-term planning period ♦ *Measure applies to:* City and County ♦ *Agency/Department responsible:* Public Works departments]

## **G**oal OC-32: Develop standardized air quality mitigation measures.

*Policy OC-32.1:* The City and County shall require all air quality mitigation measures to be reasonable, effective, feasible, measurable, and implementable concurrent with project development.

*Implementation Measure OC-32.1(a):* The City and County shall consult with the MCAQMD regarding the effectiveness of mitigation measures proposed by the applicant in developing a mitigation monitoring and reporting program. [*Timeframe for completion:* Ongoing planning period ♦ *Measure applies to:* City and County ♦ *Agency/Department responsible:* City Planning Department and County Department of Planning and Building]

*Implementation Measure OC-32.1(b):* When using mitigation measures suggested by the MCAQMD, consideration shall be given to site-specific factors which may make a measure unnecessary or infeasible. [*Timeframe for completion:* Ongoing planning period ♦ *Measure applies to:* City and County ♦ *Agency/Department responsible:* City Planning Department and County Department of Planning and Building]

## **G**oal OC-33: Standardize analysis of air quality impacts with uniform guidelines.

*Policy OC-33.1:* Support the creation of Air Quality Impact Guidelines.

*Implementation Measure OC-33.1(a):* During the short-term planning period, the City and County shall work with the Air Quality Management District to support the preparation of basin-wide Air Quality Impact Guidelines that will provide standard criteria for determining (1) thresholds for significant environmental effects; (2) a uniform method of calculating project emissions; and (3) a list standard mitigation measures. [*Timeframe for completion:* Short-term planning period ♦ *Measure applies to:* City and County ♦ *Agency/Department responsible:* Mendocino County Air Quality Management District]

## **G**oal OC-34: Coordinate project review with the Air Quality Management District.

*Policy OC-34.1:* Submit all discretionary applications to the MCAQMD for review and comment.

*Implementation Measure OC-34.1(a):* The City and County shall consult with the MCAQMD during CEQA review for all discretionary projects. [*Timeframe for completion:* Ongoing planning period ♦ *Measure applies to:* City and County ♦ *Agency/Department responsible:* City Planning Department and County Department of Planning and Building]

*Implementation Measure OC-34.1(b):* City and County project applications shall include a recommendation that applicants meet with the MCAQMD prior to submitting applications for processing if it appears that the proposed project may meet or exceed MCAQMD emissions thresholds. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: City Planning Department and County Department of Planning and Building]

*Implementation Measure OC-34.1(c):* Conduct a pre-application air quality review with MCAQMD to identify issues or problems that might require redesign or major alterations of the project and recommend applicants submit formal air quality impact analyses to the District for adequacy review. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: City Planning Department and County Department of Planning and Building]

## **G**oal OC-35: **Support air quality and transportation modeling programs.**

*Policy OC-35.1:* Work for the creation of a Valley-wide Geographic Information System for modeling air and traffic impacts.

*Implementation Measure OC-35.1(a):* In the short-term planning period, the City and County shall cooperate with the AQMD when developing transportation, air quality and other resource modeling, and when establishing geographic information system (GIS) technology. This policy supports data sharing with County, Regional, and State agencies and avoids redundant tasks. [Timeframe for completion: Short-term planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: City Council and Board of Supervisors]

## **G**oal OC-36: **Support and participate in the air quality education programs of the MCAQMD.**

*Policy OC-36.1:* Work with the MCAQMD to create public awareness and education programs about air quality issues.

*Implementation Measure OC-36.1(a):* The City and County shall assist the MCAQMD in educating developers and the public on the benefits of pedestrian and transit friendly development. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: City Planning Department, County Department of Planning and Building, and the Mendocino County Air Quality Management District]

*Implementation Measure OC-36.1(b):* Jointly develop and promote seminars on planning that enhances air quality and other community values. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: City Planning Department, County Department of Planning and Building, and the Mendocino County Air Quality Management District]

*Implementation Measure OC-36.1(c):* During the short term planning period, the City and County shall develop employee education programs about the possibilities of reducing air pollution through personal life-style choices. This program may include the importance of using wood burning appliances appropriately, developing employee rideshare matching, and programs to encourage employees to use non-polluting modes for commuting. [Timeframe for completion: Ongoing planning period

♦ *Measure applies to:* City and County ♦ *Agency/Department responsible:* City Planning Department, County Administration, and the Mendocino County Air Quality Management District]

## **G**oal OC-37: Support programs to reduce PM<sub>10</sub> emissions.

*Policy OC-37.1:* Work with appropriate agencies to create programs to assist the agri-business community in developing programs to reduce ranch- or farm-generated dust.

*Implementation Measure OC-37.1(a):* During the short-term planning period, work with the Farm Bureau, the University of California, the MCAQMD and farm organizations on educational programs designed to share knowledge and techniques of reducing agri-business generated PM<sub>10</sub>. [Timeframe for completion: Ongoing planning period ♦ *Measure applies to:* City and County ♦ *Agency/Department responsible:* City Planning Department, County Department of Planning and Building, and the Mendocino County Air Quality Management District]

*Policy OC-37.2:* Work to reduce particulate emissions from construction activities.

*Implementation Measure OC-37.2(a):* Include paving requirements in the Land Development Code. [Timeframe for completion: Short-term planning period ♦ *Measure applies to:* City and County ♦ *Agency/Department responsible:* City and County Public Works]

*Implementation Measure OC-37.2(b):* In the Land Development Code, require measures to reduce particulate emissions from road and site construction, grading, and demolition to the maximum extent feasible. [Timeframe for completion: Ongoing planning period ♦ *Measure applies to:* City and County ♦ *Agency/Department responsible:* City and County Public Works Departments]

*Implementation Measure OC-37.2(c):* The Land Development Code shall require that new access roads and parking areas shall be covered with pavement or other appropriate material to reduce or eliminate dust. [Timeframe for completion: Ongoing planning period ♦ *Measure applies to:* City and County ♦ *Agency/Department responsible:* City and County Public Works Departments]

*Implementation Measure OC-37.2(d):* Utilize recommendations from the MCAQMD on appropriate dust-control activities, suitable for soil, wind, slope, and other site particulars. Provide for regular inspection of the project's dust-suppression measures. Incorporate dust-control enforcement provisions in all construction permits, and consult with District enforcement staff if a nuisance issue arises from project earth-moving or construction-equipment exhaust. [Timeframe for completion: On-going planning period ♦ *Measure applies to:* City and County ♦ *Agency/Department responsible:* City and County Public Works]

*Policy OC-37.3:* Reduce dust emissions from City and County roads.

*Implementation Measure OC-37.3(a):* During the short-term planning period, the City and County, in consultation with the District, shall develop a program to reduce PM<sub>10</sub> emissions from City and County maintained roads. [Timeframe for completion: Short-term planning period ♦ *Measure applies to:* City and County ♦ *Agency/Department responsible:* City and County Public Works Departments]

## **G**oal OC-38: Reduce air impacts from space heating.

*Policy OC-38.1:Require “clean air” heat sources in new construction.*

*Implementation Measure OC-38.1(a): Through local building codes or ordinances, the City and County shall require primary heat sources in all new development, room additions, or remodels involving space heating to utilize low/no air emission heat sources. Examples may include solar, natural gas, propane, butane, fuel oil, or electricity. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: City and County Building Departments]*

*Implementation Measure OC-38.1(b): The City and County may restrict or prohibit installation of wood burning appliances in new development. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: City and County Building Departments]*

*Implementation Measure OC-38.1(c): During the short-term planning period, the City and County plan reviews and inspections shall verify that solar access is optimized and primary heat sources come from low-polluting sources. Special exemptions may be made for oil-fired appliances in out-lying areas not served by natural gas. [Timeframe for completion: Short-term planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: Building Inspection]*

*Implementation Measure OC-38.1(d): Where wood burning appliances are permitted, dwellings may be required by local ordinance to (a) incorporate increased insulation or reduced window area sufficient to exceed insulation requirements of Title 24 of the state energy code by 25% or more; (b) install only EPA-certified wood stoves, fireplace inserts and pellet stoves, and (c) provide energy calculations to substantiate that wood-burning is not the primary heat source. [Timeframe for completion: Short-term planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: Building Inspection]*

*Implementation Measure OC-38.1(e): The City, County, and the Mendocino County Air Quality Management District shall develop a program to voluntary retrofit existing homes containing older, highly polluting wood stoves, and fireplaces with Environmental Protection Agency (EPA) certified clean burning appliances. Funding may come from the City, the County, the MCAQMD, developer offset fees, fines or settlements, grants, or other mechanisms. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: AQMD, Building Departments]*



## 2 NOISE<sup>1</sup>

### 2.01 GENERAL DISCUSSION OF NOISE

**T**HE NOISE ELEMENT GUIDELINES require that major noise sources be identified and quantified by preparing generalized noise contours for current and projected conditions. Significant noise sources include traffic on major roadways and highways, railroad operations, airports, and representative industrial activities and fixed noise sources. There are many technical terms used in the Noise Element. All are included in the Glossary. The Noise Element is one of the seven mandatory elements required in a General Plan. This Element applies only to the City of Ukiah, and is not applicable in the unincorporated Planning Area. Outside the City limits, the Mendocino County Noise Element applies.

Noise modeling techniques and noise measurements were used to develop generalized  $L_{dn}$  noise contours for the major roadways, railroads, the City of Ukiah Municipal Airport and fixed noise sources for existing (1990) conditions. See Figure IV.2-F for the location of noise measuring sites.

Noise modeling techniques use source-specific data including average levels of activity, hours of operation, seasonal fluctuations, and average levels of noise from source operations. Modeling methods have been developed for a number of environmental noise sources including roadways, railroad line operations, railroad yard operations, industrial plants and airports. Such methods produce reliable results as long as data inputs and assumptions are valid. The modeling methods used in this report closely follow recommendations made by the State Office of Noise Control, and were supplemented where appropriate by field measured noise level data to account for local conditions. The noise exposure contours are based upon annual average conditions. Because local topography, vegetation or intervening structures may significantly affect noise exposure at a particular location, the noise contours should not be considered site-specific.

#### **Explanation IV.2-IV: Noise Element definitions**

**Decibel (dB):** dB means a unit for describing the amplitude of sound, equal to 20 times the logarithm to the base 10 of the ratio of the pressure, which is 20 micropascals (20 micronewtons per square meter).

**Ldn:** Ldn is a composite 24-hour average noise level. This descriptor applies a +10 dB penalty to noise levels which occur during the nighttime period (10 pm to 7 am). This descriptor is typically considered to provide good correlation for annoyance due to transportation related noise sources (i.e. roadway traffic, aircraft operations, and to a lesser extent railroad operations).

**Leq:** Leq is also an average noise level. The Leq, or average sound level, can be calculated for any time period. Unlike the Ldn, it does not apply a penalty to noise events during the nighttime period.

**L<sub>50</sub>:** L<sub>50</sub> is the noise level which is exceeded 50% of the time. For instance, an L<sub>50</sub> of 60 dB fundamentally states that a noise level of 60 dB is exceeded 50% of the time during the measurement period. The L<sub>50</sub> sound level typically represents an average noise level, while discounting occasional louder noise events of short duration.

**L<sub>max</sub>:** The L<sub>max</sub> is the maximum noise level recorded during the noise measurement period.

**SEL:** SEL (Sound Exposure Level) or SENEL (Single Noise Event Noise Exposures Level) means the level of noise accumulative during a single noise event, such as an aircraft overflight with reference to a duration of one second. It is the time-integrated A-weighted squared sound level for a stated interval or event based on dB.

<sup>1</sup>The Noise Element is applicable exclusively to the City of Ukiah and does not apply in the Planning Area.

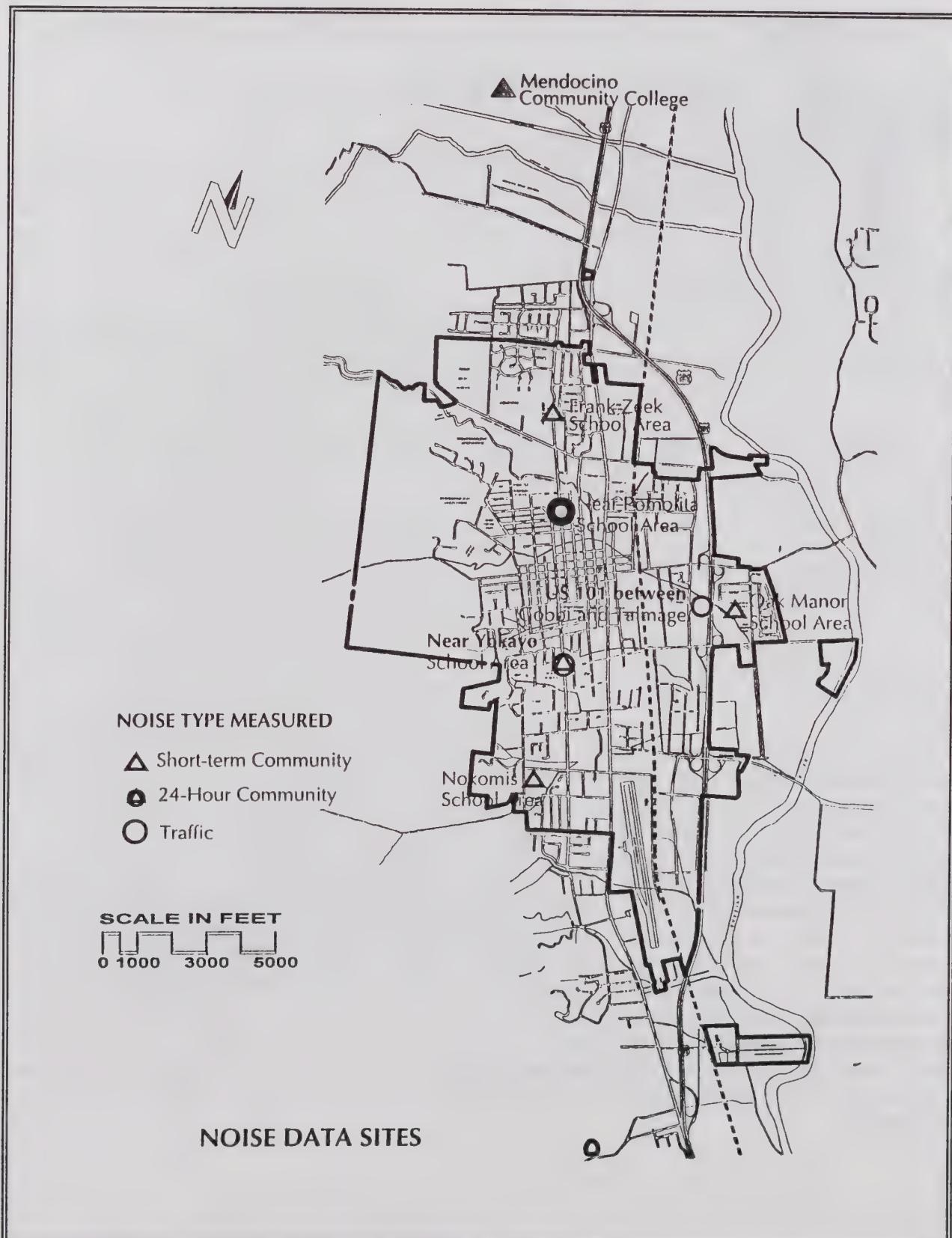


Figure IV.2-F: Noise measurement sites

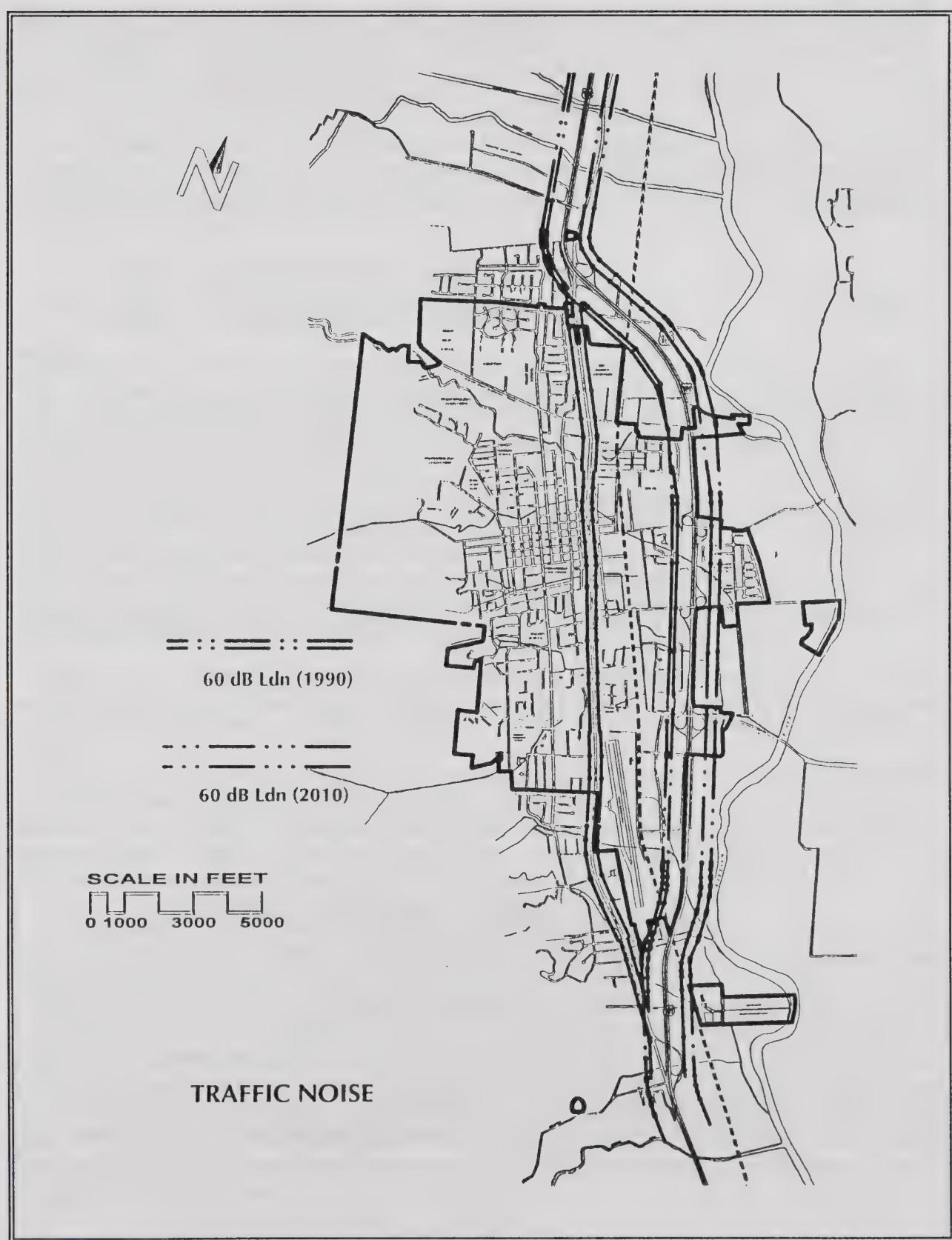


Figure IV.2-G: Traffic noise contours — 1990 and 2010

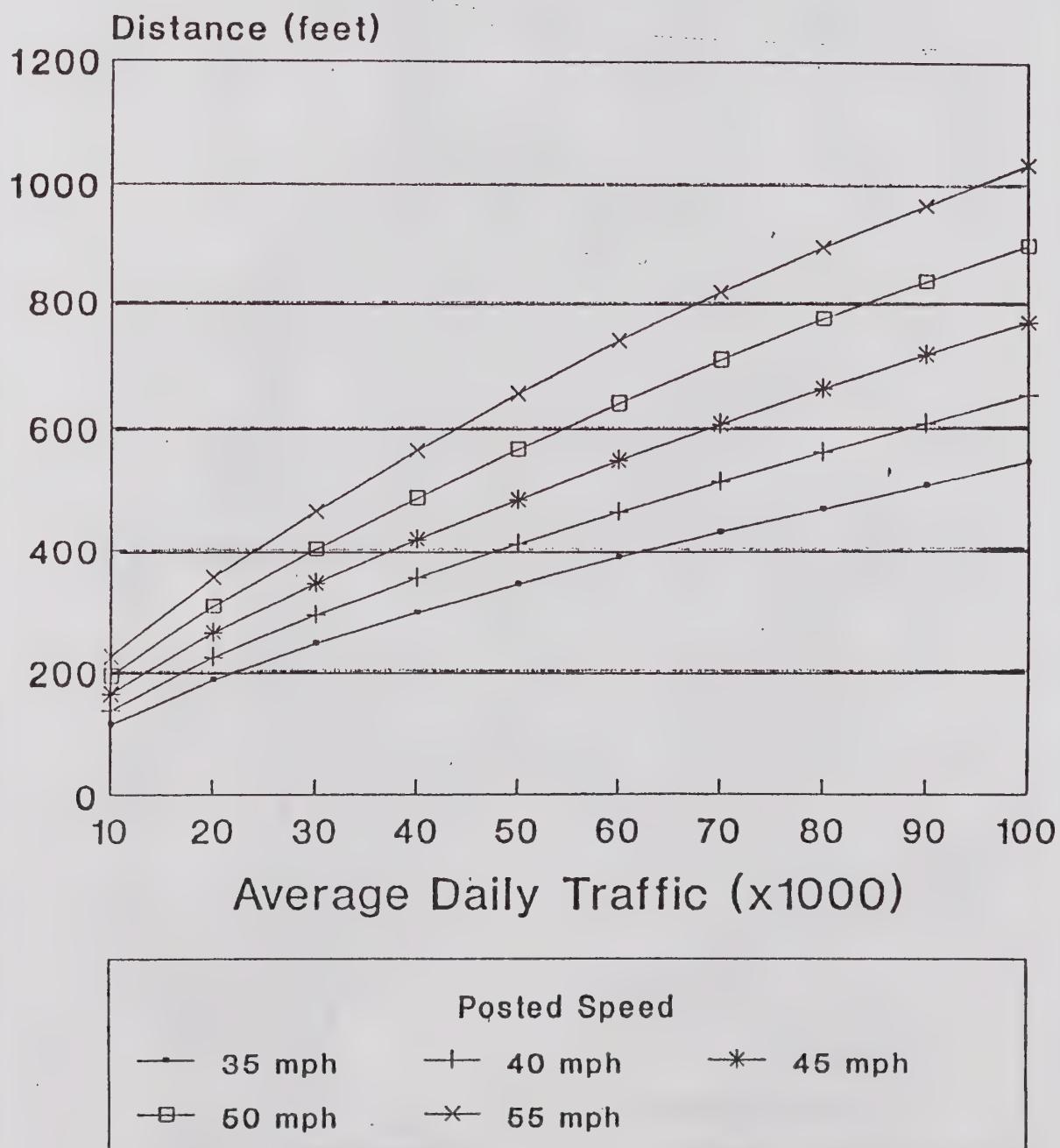


Figure IV.2-H: Distance to 60 dB  $L_{dn}$  Contour (Arterial Traffic)

A community noise survey was conducted to determine existing noise levels in noise-sensitive areas within the City of Ukiah General Plan Planning Area. The results of the survey were used to develop noise level performance standards in order to maintain an acceptable noise environment.

In conjunction with the technical noise analysis and General Plan Guidelines requirements, the community direction associated with noise levels and noise impacts centered on the definition of a “Discomfort Threshold Contour” (DTC). This is defined as the 60 dB contour that is used to separate noise sensitive receptors from noise sources.

## **2.02 *Transportation noise***

### **2.02.01 *Summary of major findings***

**T**ransportation Noise can adversely impact adjacent residential and recreation areas. The Federal Highway Administration (FHWA) Highway Traffic Noise Prediction Model (FHWA-RD-77-108) was used to develop  $L_{dn}$  contours for U.S. 101 and North and South State streets in the City of Ukiah General Plan Planning Area. The FHWA Model is the analytical method presently favored for traffic noise prediction by most state and local agencies, including Caltrans. The current version of the model is based upon the California Vehicle Noise (CALVENO) noise emission factors for automobiles, medium trucks, and heavy trucks, with consideration given to vehicle volume, speed, roadway configuration, distance to the receiver and the acoustical characteristics of the site. The FHWA Model predicts hourly  $L_{eq}$  values for free flowing traffic conditions, and is generally considered to be accurate within 1.5 dB. To predict  $L_{dn}$  values, it is necessary to determine the hourly distribution of traffic for a typical 24-hour day and to adjust the traffic volume input data to yield an equivalent hourly traffic volume.

Short-term (15-minute) traffic noise measurements and concurrent traffic counts were conducted for traffic on U.S. 101 (See Figure IV.2-G). The measurements were made to evaluate the noise exposure due to traffic on U.S. 101.

The purpose of the traffic noise level measurements was to determine the accuracy of the FHWA model in describing the existing noise environment at the project site. Noise measurement results were compared to the FHWA model results by entering the observed traffic volumes, speed and distance as inputs to the FHWA model. Based upon the modeled versus measured traffic noise levels, the FHWA model was found to accurately predict U.S. 101 noise levels at the measurement site.

Traffic data representing annual average traffic volumes for existing conditions were obtained from Caltrans and KD Anderson traffic consultants. Day/night traffic distribution and truck mix were based upon Caltrans and Brown-Buntin Associates (BBA) file data. Using these data and the FHWA methodology, traffic noise levels as defined by  $L_{dn}$  were calculated for 1990 traffic volumes. Distances from the centerline of selected roadways to the  $L_{dn}$  contours are summarized in Table IV.2-1 and shown on Figure IV.2-H. Contours were developed for U.S. 101 for the years 1990 and 2010. The year 2010 traffic noise contours are based upon traffic volumes contained in the Caltrans Highway 101 Route Concept Report. The traffic volumes contained in the Route Concept Report are based upon general historical trends in traffic growth along U.S. 101, and are not based upon buildup of the City of Ukiah General Plan Update. However, the 2010 traffic noise level data contained in Table IV.2-1 is useful in developing the Land Use Element of the General Plan.

**Table IV.2-6: Traffic Noise Contour Data distance (feet) from center of roadway to  $L_{dn}$  contours**

Segment	Description	60 dB $L_{dn}$	
		1990	2010
<b>U.S. 101</b>			
1	River Road to East Perkins Street	451	635
2	East Perkins St. to North State Street	496	635
3	North State St. to Lake Mendocino Dr.	462	635
<b>North State Street</b>			
4	Central Ave. to Parducci Road	57	N/A
5	Parducci Road to Hensley Creek Road	98	N/A
6	Hensley Creek Rd. to KUKI Lane	121	N/A
7	KUKI Lane to Garrett Dr.	178	N/A
8	Garrett Dr. to Clara Ave.	168	N/A
9	Clara Ave. to Seminary Ave.	113	N/A
<b>South State Street</b>			
10	Seminary Ave. to Freitas Ave	102	N/A
11	Freitas Ave. to Washington Ave.	113	N/A
12	Washington Ave. to Meadow Brook Dr.	145	N/A
13	Meadow Brook Dr. to S.R. 253	80	N/A

These calculations do not include consideration of shielding caused by local buildings or topographical features, so the distances reported in Table IV.2-1 are worst-case estimates of noise exposure along roadways in the community.

Traffic noise contours were not calculated for all roadways within the City of Ukiah plan area. However, Figure IV.2-H, prepared using the FHWA Model, may be used to estimate the distance to the 60 dB  $L_{dn}$  contour for projected volumes of arterial traffic. For arterial traffic, the predicted distance to the 60 dB  $L_{dn}$  contour is determined by the Average Daily Traffic Volume (ADT) and the posted speed limit.  $L_{dn}$  contours derived from Figure IV.2-H are only indicators of potential noise conflicts. A more detailed analysis is required to determine traffic noise levels at any given location.

Railroad activity in the City of Ukiah includes freight activity on the Southern Pacific Transportation Company (SPTCo) line which travels north/south through the City of Ukiah.

SPTCo officials at San Francisco Operations Office report that one scheduled local freight train operates through Ukiah 6 days per week. The scheduled operation generally occurs during the nighttime hours. According to SPTCo officials, the average speed of the local freight train is 19-20 mph.

The operational information was used as inputs to the "Simplified Procedure for Assessment of Noise Emitted by On-Line Railroad Operations", prepared by Wyle Laboratories in 1974. This methodology for

predicting railroad noise exposure is recommended by the State Office of Noise Control, and is considered to be reasonably accurate for generalized noise contour development.

To ensure accuracy of the Wyle method for determining railroad operations noise levels, BBA used file data for slow moving trains and the above-described number and distribution of daily train operations to calculate noise levels associated with the local freight train operation. The  $L_{dn}$  contribution from a single nighttime train operation may be calculated with the following formula:  $L_{dn} = SEL + 10 \log N_{eq} - 49.4 \text{ dB}$ , where:  $SEL + 10 \log N_{eq} - 49.4 \text{ dB}$  is the mean SEL of the number of events,  $N_{eq}$  is the sum of the number of daytime events (7 a.m. to 10 p.m.) per day plus ten times the number of nighttime events (10 p.m. to 7 a.m.) per day, and 49.4 is 10 times the logarithm of the number of seconds per day. Based upon the above-described noise level data and methods of calculation, the  $L_{dn}$  for the freight train operations can be determined. Operational information and estimated  $L_{dn}$  values are shown in Table IV.2-2.

**Table IV.2-7: Railroad line operational information and estimated noise levels**

Reported Train Operations	Speed (mph)	$L_{dn}$ dB @ 100 feet		Estimated Distance to 60 dB $L_{dn}$
		Wyle Method	Computed by BBA	
1	20	63	54	160 feet

The data contained in Table IV.2-2 indicate that the Wyle Laboratories method for predicting railroad line operations noise levels yields values approximately 9 dB higher than the computed  $L_{dn}$  values. The computed  $L_{dn}$  values were based upon single event noise level data collected by BBA for slow moving trains, which included the use of warning horns. The difference between the  $L_{dn}$  value estimated with the Wyle method and the calculated  $L_{dn}$  value is assumed to be due to the fact that actual train speeds in the City of Ukiah are slower than those which are assumed in the Wyle method.

As a conservative estimate, the Wyle Laboratories method was used for predicting the distance to the 60 dB  $L_{dn}$  railroad line noise contours. Figure IV.2-1 shows the location of the railroad line operations noise contours.

Future use of the SPTCo line through the City of Ukiah is not certain. Presently there is discussion regarding promoting commuter and recreational passenger service along the line. The Mendocino Council of Governments (COG) is currently drafting policies which promote increased use of the rail corridor. The North Coast Railroad Authority is in the process of acquiring the rail right-of-way through Ukiah, and will be involved in developing an operations plan for future use of the rail corridor.

Based on the state's Cal Rail usage projections, near term future use of the rail corridor is expected to increase. However, the increase is expected to be related to freight activity, and is anticipated to result in an increased number of rail cars, but not an increase in the number of trains.

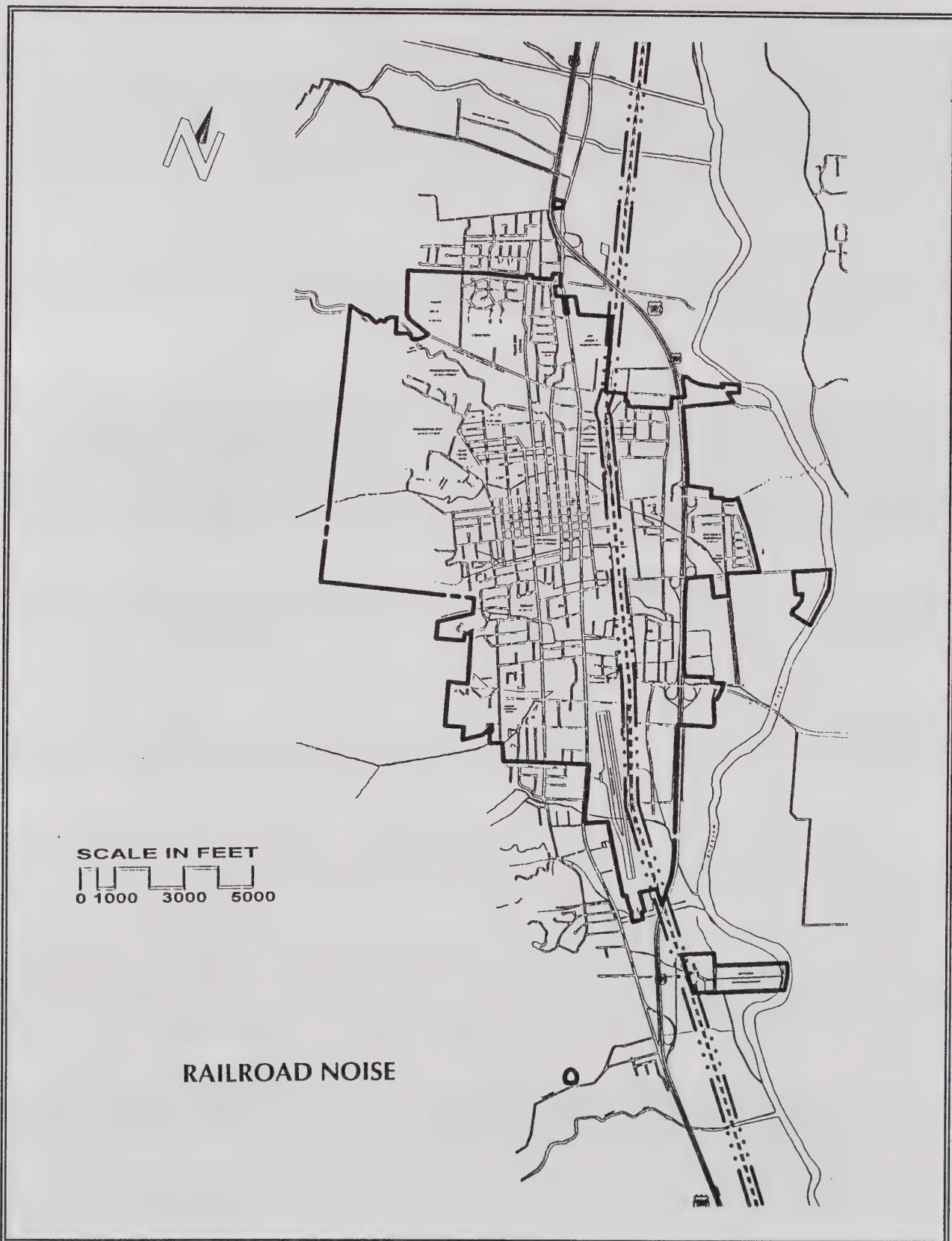


Figure IV.2-1: Existing railroad noise contours

**Table IV.2-8: Maximum Allowable Noise Exposure Transportation Noise Sources**

Land Use	Outdoor Activity Areas <sup>1</sup> L <sub>dn</sub> /CNEL, dB	Interior Spaces	
		L <sub>dn</sub> /CNEL, dB	L <sub>eq</sub> , dB <sup>2</sup>
Residential	60 <sup>3</sup>	45	—
Transient Lodging	60 <sup>3</sup>	45	—
Hospitals, Nursing Homes	60 <sup>3</sup>	45	—
Theaters, Auditoriums, Music Halls	—	—	35
Churches, Meeting Halls	60 <sup>3</sup>	—	40
Office Buildings	—	—	45
Schools, Libraries	—	—	45
Playgrounds, Neighborhood Parks	70	—	—

<sup>1</sup>Where the location of outdoor activity areas is unknown, the exterior noise level standard shall be applied to the property line of the receiving use.  
<sup>2</sup>As determined for a typical worst-case hour during periods of use.  
<sup>3</sup>Where it is not possible to reduce noise in outdoor activity areas to 60 dB L<sub>dn</sub>/CNEL or less using a practical application of the best-available noise reduction measures, an exterior noise level of up to 65 dB L<sub>dn</sub>/CNEL may be allowed provided that available exterior noise level reduction measures have been implemented and interior noise levels are in compliance with this table.

Discussions with the Mendocino COG, North Coast Railroad Authority and Cal Rail indicate that predicting future use of the rail corridor for passenger trains is premature. A feasibility study for rail traffic along the rail corridor is in the process of being conducted, and estimates of future railroad activity should be based upon the projections which will be contained within that report.

## 2.02.02 General Plan goals, policies, and implementing programs

### **G**oal NZ-1: Stabilize or reduce transportation noise impacts on adjacent residential.

*Policy NZ-1.1:* Inventory noise contours for major traffic corridors, the railroad, and the airport.

*Implementation Measure NZ-1.1(a):* The City shall schedule an update to the mobile noise source analysis when the Element is updated. [Timeframe for completion: Intermediate-term planning period ♦ Measure applies to: City ♦ Agency/Department responsible: Planning Department]

*Policy NZ-1.2:* Residential zoned land shall be located as much as possible outside of the Discomfort Threshold Corridor (DTC) of existing transportation corridors.

*Implementation Measure NZ-1.2(a):* When reviewing proposals for new residential or recreational development, ensure that design measures are incorporated to separate the new uses from the existing or projected DTC. [Timeframe for completion: Intermediate-term planning period ♦ Measure applies to: City ♦ Agency/Department responsible: Planning Department]

*Implementation Measure NZ-1.2(b):* New development of noise-sensitive uses shall not be permitted in areas exposed to existing or projected noise which exceed the levels specified in Table IV.2-4 unless the project design includes effective mitigation measures to reduce noise in outdoor activity areas and interior spaces to the level specific in Table IV.2-4. [Timeframe for completion: Intermediate-term planning period ♦ Measure applies to: City ♦ Agency/Department responsible: Planning Department]

*Implementation Measure NZ-1.2(c):* Expansion of existing roads must be designed using accepted acoustical engineering features — examples include low landscaped berms, landscaping, below-grade construction, and speed control — to minimize expansion of the existing DTC. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City ♦ Agency/Department responsible: Public Works Department]

*Policy NZ-1.3:* Use appropriate construction techniques to reduce interior noise exposure for residences built within a DTC.

*Implementation Measure NZ-1.3(a):* In the revised Land Development Code reference the standards of the Uniform Building Code to require construction methods to reduce indoor noise levels to acceptable Building Code standards. [Timeframe for completion: Intermediate-term planning period ♦ Measure applies to: City ♦ Agency/Department responsible: Planning Department]

**Table IV.2-9: Noise Level Performance Standards for projects affected by or including non-transportation sources**

Noise Level Descriptor	Daytime (7 am to 10 pm)	Nighttime (10 pm to 7 am)
Hourly $L_{eq}$ , dB	50	45
Maximum Level, dB	70	65

Each of the noise levels specified above shall be lowered by 5 dB for simple tone noises, noises consisting primarily of speech or music, or for recurring impulsive noises.

*Policy NZ-1.4:* Encourage programs to reduce impacts from aircraft.

*Implementation Measure NZ-1.4(a):* During the short term planning period, the City airport shall initiate a notification program to notify pilots of the one thousand (1,000) foot ceiling for fixed-wing aircraft over congested areas. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City ♦ Agency/Department responsible: Department of Aviation]

*Implementation Measure NZ-1.4(b):* During the short-term planning period, the airport shall initiate a public education program designed to reach appropriate pilots to request that recreational overflights — such as ultralight craft and balloon — avoid hovering, circling, or making repeated passes over the same geographic area as a means of reducing noise nuisance to those on the ground. [Timeframe for completion: Short-term planning period ♦ Measure applies to: City ♦ Agency/Department responsible: Department of Aviation]

*Implementation Measure NZ-1.4(c):* At such time that scheduled passenger aircraft begin to use the airport, require that commercial passenger service aircraft comply with the best available noise equipment standards to reduce noise impacts on the ground. [Timeframe for completion: Short-term planning period ♦ Measure applies to: City ♦ Agency/Department responsible: Department of Aviation]

**Policy NZ-1.5:** Disclose potential airport noise impacts on property transactions in the airport area.

*Implementation Measure NZ-1.5(a):* During the short-term planning period, the City shall enact an ordinance requiring that the following statement be included in all property transactions or as a part of the issuance of use permits for property or projects within the airports's area of influence, both core and peripheral.

*"This project/residence is in close proximity to the Ukiah Municipal Airport which is a major noise generating source. Development in this area will be subject to overflights of aircraft taking off from and landing at the airport. These aircraft include privately owned corporate jets and fire fighting air tankers from the California Department of Forestry. It is anticipated that the volume of traffic and resulting noise may increase in future years." [Timeframe for completion: Short-term planning period ◆ Measure applies to: City ◆ Agency/Department responsible: Department of Aviation]*

**Policy NZ-1.6:** Incorporate sound reducing measures in new construction around the airport.

*Implementation Measure NZ-1.6(a):* The City shall enact appropriate code changes to require that interior noise levels conform to requirements of the Uniform Building Code. [Timeframe for completion: Short-term planning period ◆ Measure applies to: City ◆ Agency/Department responsible: Planning Department]

## **2.03 Stationary source noise**

### **2.03.01 Summary of major findings**

**I**ndustrial noise can adversely impact other land uses. Existing residences within the noise contours identified in Table IV.2-3 (also known as the *Discomfort Threshold Contour* or *DTC*) generated as a result of industry-related noise, may result in becoming the source of complaints about excessive noise if the property changes hands without the new owners understanding that their new residence may be subjected to high noise levels.

Many industrial processes result in noise even when the best available noise control technology is applied. Noise exposures within industrial facilities are controlled by Federal and State employee health and safety regulations (Federal Occupational Safety and Health Administration [OSHA] and Cal-OSHA). Exterior noise levels are controlled by local standards. Commercial, recreational and public service facility activities can also produce noise which affects adjacent sensitive land uses.

From a land use planning perspective, *fixed-source*<sup>1</sup> noise control issues focus upon two goals: to prevent the introduction of new noise-producing uses in noise sensitive areas, and to prevent encroachment of noise sensitive uses upon existing or potential noise-producing facilities. The first goal can be achieved by applying noise performance standards to proposed new noise-producing uses. The second goal can be met by requiring that new noise-sensitive uses in proximity to noise producing facilities include mitigation measures to ensure compliance with noise performance standards.

<sup>1</sup>"Fixed-source" noise generator is the term assigned to a specific land use that generates noise from a specific location, such as an industrial facility.

**2.03.01(A) Major fixed noise sources**

The following descriptions of existing fixed noise sources in the General Plan study area are intended to be representative of the relative noise impacts of such uses, and to identify specific noise sources which should be considered in the review of development proposals. All of these fixed noise sources are outside of the City.

- ◆ *The Masonite Plant* operates 24 hours per day, 7 days per week. Major noise sources associated with the hardboard plant include industrial processing, stack scrubbers, blowers, conveyor systems, heavy trucks to and from the site, and front end loaders operating on the site. Operational noise level data was collected for the Masonite Plant on October 3, 1991.

An average noise level of 63 dB and a maximum noise level of 68 dB were measured at a distance of 600 feet from the main plant, and approximately 100 feet from the property boundary. The estimated location of the 50 dB  $L_{eq}$  noise contour is shown on Figure IV.2-J.

- ◆ *The Louisiana Pacific Sawmill and Planing Plant* operates 24 hours per day, 7 days per week. Major noise sources associated with the plant include truck traffic to and from the site, blowers, large saws and wood planers. Noise level data collected near the plant site indicated an average noise level of 60 dB at a distance of 300 feet from the center of the lumber yard, and 50 feet from the entrance to the plant. The estimated location of the 50 dB  $L_{eq}$  noise contour is shown on Figure IV.2-J.
- ◆ *The Parnum Paving Company* is located along North State Street, north of Pomo Lane. The Parnum Paving Company is an asphalt batch plant which operates during the daytime hours. Major noise sources associated with the Parnum Paving Company include heavy trucks to and from the site, front end loaders which move material on the site, and the operation of the batch plant. Noise level data collected at the plant indicated an average noise level of 54 dB at a distance of 250 feet from the asphalt plant. The estimated location of the 50 dB  $L_{eq}$  contour is approximately 400 feet from the batch plant, and is located outside of the Plan Area map boundary.



Figure IV.2-J: Fixed noise source contours

- ◆ *The Ford Gravel Company* is a concrete batch plant which operates during the daytime hours. Typical noise producing operations associated with the Ford Gravel Company include the arrival and departure of heavy trucks, onsite front end loaders which move batch plant materials, loading of concrete trucks with ready-mix at the batch plant, and vibrating shakers on the batch plant. Noise level data collected at the plant indicated an average noise level of 62.5 dB at a distance of 100 feet from the property line. The estimated location of the 50 dB L<sub>eq</sub> contour is shown on Figure IV.2-J.
- ◆ *Mendocino County Fairgrounds*. The Fairgrounds were not being used during the preparation of the Noise Element. The facilities allow a variety of activities that may generate noise. These range from outdoor concerts to vehicle races at the track, as well as anything drawing a large crowd.

#### **2.03.01(B) City of Ukiah Municipal Airport**

The City of Ukiah Municipal Airport is located at the south end of the City of Ukiah, and is bordered by South State Street to the west, U.S. 101 to the east and Hastings Avenue to the north. The City of Ukiah Municipal Airport is a public use airport which is operated by the City of Ukiah. According to the 1990 California Aviation System Plan (CASP), the airport has one runway with a heading of 15/33, and a runway length of 4,415 feet. The CASP reports that the airport has 103 based aircraft with a total of 50,000 annual operations. According to the CASP, the existing based aircraft include 92 single engine piston, 9 multi-engine piston and 2 rotorcraft. Discussions with the airport manager on October 2, 1991 indicate that the number of based aircraft reported in the CASP is consistent with 1991 estimates.

Approximately 65% of the aircraft depart on runway 15 to the south. However, depending on wind direction, this percent may change on any given day. The majority of residences in the City of Ukiah are located to the north and west of the airport. Approximately 90% of the aircraft which depart to the north on runway 33 make a 15 degree right turn beginning at approximately Gobbi Street, and then proceed south. This procedure avoids flying over the majority of the residential developments. Some aircraft which depart on runway 33 will continue a straight-out departure, and will fly directly over residential developments.

The most recent airport master plan was adopted on March 17, 1971, and the last airport layout plan was adopted in December 1974. The City updated its Airport Master Plan in 1995, and it is scheduled to be adopted by the City Council and the Mendocino County Airport Land Use Commission before the end of 1995. There are no Community Noise Equivalent Level (CNEL)<sup>2</sup> contours which have been developed for the City of Ukiah Municipal Airport. Based upon discussions with the airport manager regarding flight tracks, aircraft operational procedures and runway usage, CNEL contours were developed for the Ukiah Airport for a peak day, which includes CDF firefighting tankers, and for an annual average day. See Figures IV.2-K and IV.2-L for predicted locations of the City of Ukiah Airport CNEL contours.

#### ◆ *Crop dusting aircraft*

City of Ukiah staff have expressed concern about the noise associated with crop dusting activities. Aerial application aircraft are frequently used to spray crops or to spread seed or fertilizers. There are many types of fixed or rotary wing aircraft used for aerial application, including aircraft with radial and

<sup>2</sup>CNEL: *Community Noise Equivalent Level* means the average equivalent sound level during a 24-hour day, obtained after addition of approximately five decibels to sound levels in the evening from 7:00 p.m. to 10:00 p.m. and ten decibels to sound levels in the night before 7:00 a.m. and after 10:00 p.m.

turbine engines, and 2- or 3-blade propellers. Most of the noise impacts generated by aerial application aircraft occur as the result of propeller noise and the low altitude at which the aircraft are typically flown. One of the most widely used aerial application aircraft in the Ukiah area is the Cessna Ag Wagon.

To characterize noise impacts associated with aerial application aircraft, BBA utilized file data collected for the Cessna Ag Wagon aircraft at the Bettencourt Flying Service air strip near the Town of Delhi, in Merced County, California. Consultation with aerial application aircraft operators, field observations, and noise measurements indicated that it was not practical, nor representative of perceived noise impacts, to prepare CNEL contours for frequent operations by aerial application aircraft. This is because aerial application operations generally follow the shortest possible route to the application site at a minimal altitude, meaning that there are no typical flight tracks. Typical "ferry" altitudes range from 50 to 150 feet based upon information previously collected from crop dusting companies.

Noise level data collected at the Bettencourt Flying Service air strip in Merced County for Ag Wagon operations indicate that noise levels produced by aircraft flying directly overhead with an estimated altitude of 150 feet were about 105 dB  $L_{max3}$  and 106 dB SEL.

Crop dusting activities generally occur during the early morning hours, when people may be sleeping. Single event noise levels from aircraft arrivals, departures and overflights may cause sleep disturbance at nearby residences. The noise level at which a sleep stage change or interruption occurs is highly individualized. A persons' level of sleep is dependent on many factors including fatigue, exhaustion, stress, room temperature, bed comfort and noise level in the room. For these reasons, a single number criterion for the evaluation of sleep interference has not been established.

According to the Noise Effects Handbook published by the National Association of Noise Control Officials, behavioral awakening will most likely occur with noise levels of 70 dB or above. However, duration of the noise exposure, background noise levels and type of sound generated by the source are all important factors.

#### ♦ *California Department of Forestry (CDF) Air Tanker Operations*

The City of Ukiah staff indicated that the majority of noise complaints associated with airport operations are related to the CDF air tanker operations. The airport staff estimated that on a peak day up to 45 air tanker operations may occur. The majority of the CDF air tanker fleet is comprised of Grumman S-2 aircraft. The CDF also uses Cessna 337/0-2 aircraft for reconnaissance and patrol. The CDF aircraft typically depart from the airport and make a 15 degree turn to the east, and try to avoid flying over residential areas. These aircraft are typically at a low altitude during takeoff because they are fully loaded, and therefore may be considered noisy. The existing Grumman S-2 aircraft which are used by CDF have a reciprocating propeller engine. However, the CDF is currently retrofitting the S-2 aircraft with a turboprop engine which is expected to be considerably quieter. The Peak Day CNEL contours for the Ukiah Municipal Airport (Figure IV.2-L) are dominated by S-2 flights.

By a wide margin, the noisiest airplanes which routinely use this airport are the Department of Forestry air tankers. We may draw an analogy to ambulances or fire trucks which also generate noise, but which citizens willingly tolerate because of the benefit received. Noise levels for the Grumman S-2 air tankers have not been measured. Suffice it to say, being radial piston engines of Korean War vintage, they roar with all the authority of their two 1525 horse power engines. They are loud and can easily disrupt

<sup>3</sup> $L_{max}$ : Maximum loudness means the maximum sound level recorded during a noise event.

ordinary conversation at over a mile. Fortunately, their flights are generally restricted to daylight hours from late June until mid October and then usually only when a fire is being fought.

♦ *Corporate aircraft*

Corporate jets are also noisy and use the airport throughout the year. It should be noted that newer planes, especially jets, are both more efficient and less noisy than older models, with reductions in noise levels of about 15-20 decibels, a significant decrease (FAA, 1990). As CDF replaces its fire fighting aircraft, citizens can expect the newer equipment to be quieter. The same holds true for the corporate jets. On balance, the annoyance for noise is outweighed by the usefulness of the aircraft involved and their importance to the community.

♦ *General aviation noise levels*

General aviation aircraft ordinarily do not pose a noise problem outside the perimeter of the airport boundary. Their noise levels are comparable to large trucks, and are less noisy than some leaf blowers. Noise levels typically are 90-100 decibels or below at 100 feet from the plane. However, a low overflight or a missed approach may result in episodic higher noise levels to those directly below the aircraft.

**2.03.01(C)      *Methods of mitigation***

California standards have been developed for maximum aircraft noise levels. The California Administrative Code Title 21 states, "The standard for the acceptable level of aircraft noise for persons living in the vicinity of airports is hereby established to be a community noise equivalent level of 65 decibels" (Hodges and Schutt, 1991, Page 5-4). Moreover, the regulations stipulate that certain kinds of land uses are incompatible near airports. These include residences of all types, public and private schools, hospitals and convalescent homes, and places of public worship. These standards are identical to the ones set forth by the FAA. Hodges and Schutt (1991) state,

*"An important policy implication of overflight annoyance is that of disclosure to owners and prospective buyers of property near an airport of the nature and extent of the airport's activities and the plans for its future. Policies requiring some form of buyer notification for residential uses in an airport's vicinity are recommended. The intent of a buyer awareness or disclosure policy is to enable those who are particularly sensitive to overflights to avoid moving into the affected areas" (Page 5-7).*

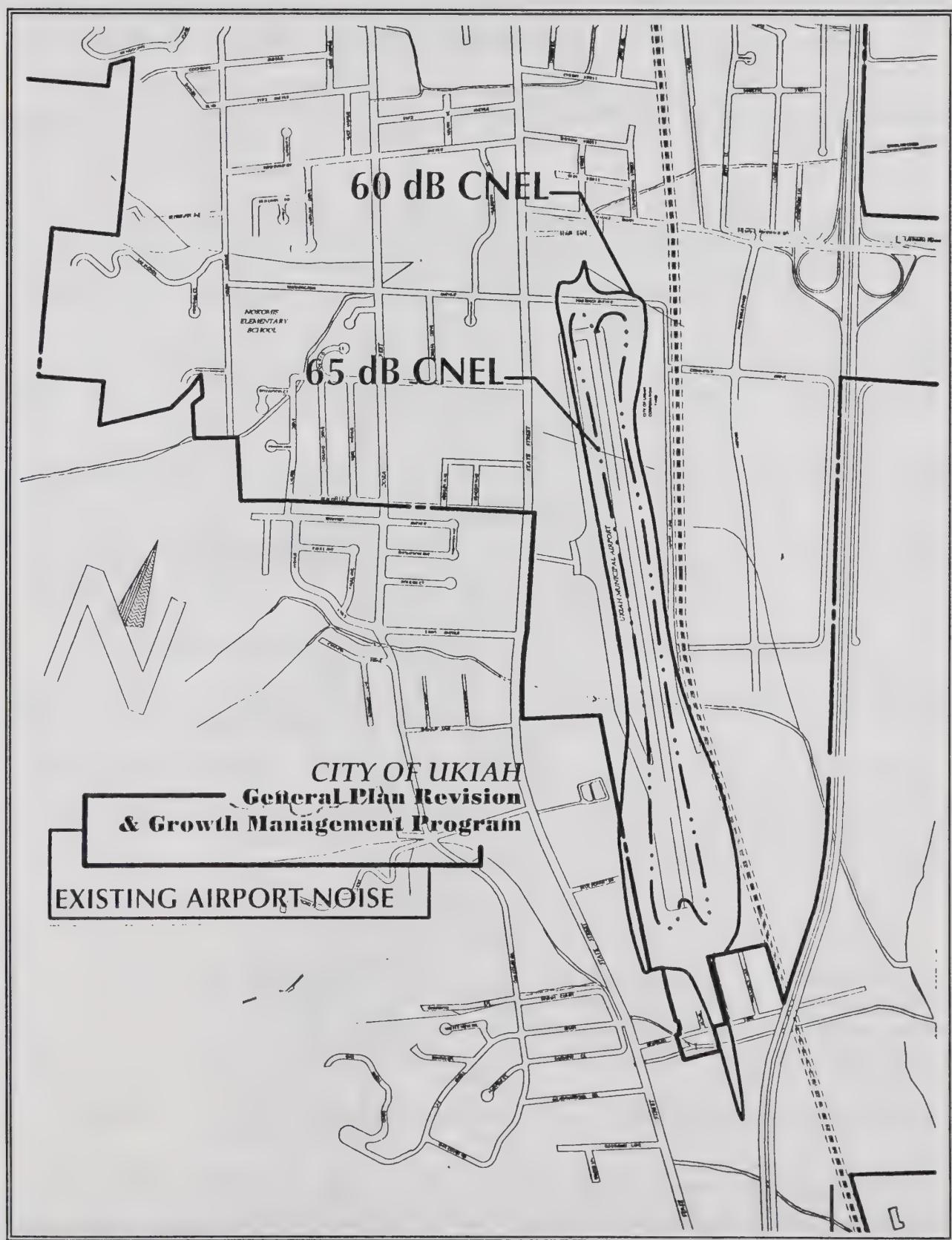


Figure IV.2-K: Existing average annual day CNEL airport noise contours

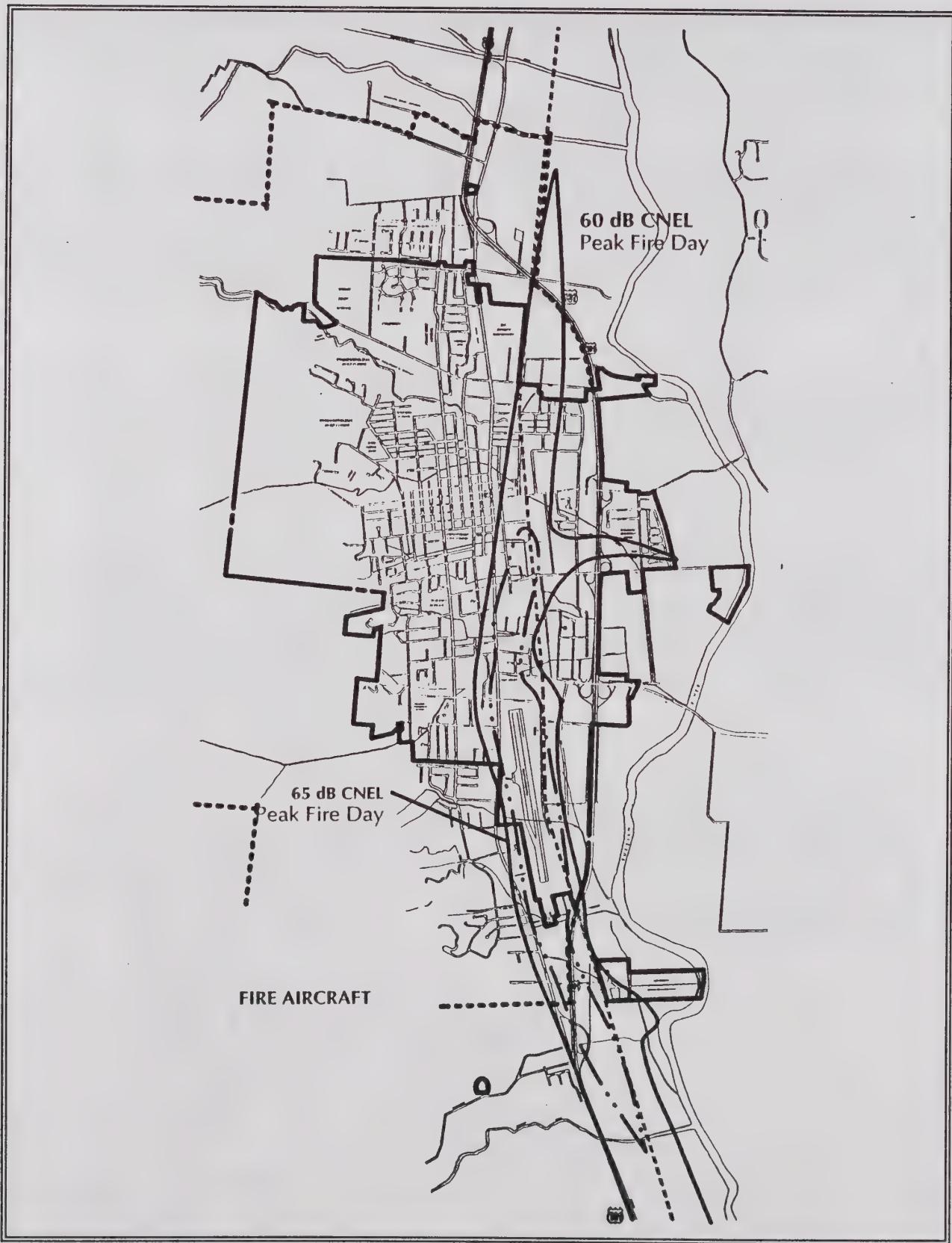


Figure IV.2-L: Existing peak day (fire fighting activities) CNEL airport contours

Compatibility for these uses near an airport can be achieved if the structure can be insulated such that indoor sound levels are no more than 45 decibels. This of course must be specially designed into any project with the help of architects, civil engineers and subsequently overseen by the authorities.

The State also has standards for noise mitigation through sound insulation. For residences other than single family detached houses, the interior noise level must not exceed 45 decibels. Any residential structure within a noise level contour of 60 decibels is required to possess additional sound insulation in order to meet the noise standards.

Mitigating for noise impact at this airport is difficult given the sporadic flight schedule of the air tankers. When the air tankers are active, the single noise events are widespread and very loud. When the tankers do not fly, only those areas directly under the takeoff paths are likely to exceed noise standards, and then only when jets and certain twin engine planes are within ½ mile of the airport.

Land use compatibility ordinances can be adopted on the basis of single noise events (Hodges and Schutt, 1991) but at the same time some compromise is reasonable in order to balance the noise of the air tankers against the public good achieved, and to take into account ordinary economic growth and development. This issue is a difficult one to resolve, but notification can ease this potential conflict.

Thus, as well as noise measurement and mitigation, there is a clear need for notification and disclosure to buyers of property anywhere near the airport. Such a disclosure should notify potential buyers of the airport's activity, its major noise generating sources, and indicate some idea of future noise. This notification will go a long way in avoiding later conflicts. This area must include both the prescribed region where aircraft activity is common, but also those areas below and around which corporate jets and air tankers operate.

## 2.03.02 General Plan goals, policies, and implementing programs

**G**oal NZ-2: Reduce industrial noise impact through the enforcement of appropriate building and land use codes.

*Policy NZ-2.1:* Maintain an inventory of noise contours for existing and future stationary sources.

*Implementation Measure NZ-2.1(a):* When the City schedules a General Plan update, include the Noise Element in the program. [Timeframe for completion: Intermediate-term planning period ♦ Measure applies to: City ♦ Agency/Department responsible: Planning Department]

*Policy NZ-2.2:* Ensure adequate analysis of noise impacts when reviewing project permits.

*Implementation Measure NZ-2.2(a):* As a part of an application for any new construction for industrial facilities, the City shall require an estimate of noise levels from stationary sources as measured at the property line. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City ♦ Agency/Department responsible: Planning Department]

*Policy NZ-2.3:* Land use designations shall follow State of California noise and land use compatibility guidelines.

*Implementation Measure NZ-2.3(a):* New development of noise-sensitive uses shall not be allowed where the noise level from non-transportation noise sources exceeds the

noise level standards of Table IV.2-3 as measured immediately within the property line of the new development, unless effective noise mitigation measures have been incorporated into the development design to achieve the standards specified in the table. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City ♦ Agency/Department responsible: Planning Department]

*Implementation Measure NZ-2.3(b):* Noise created by new proposed non-transportation noise sources shall be mitigated to a level at or below the standards of Table IV.2-3, as measured immediately within the property line. This measure does not apply to noise sources associated with agricultural operations on lands zoned for agricultural use. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City ♦ Agency/Department responsible: Planning Department]

*Policy NZ-2.4:* Protect existing residential areas from future noise impacts.

*Implementation Measure NZ-2.4(a):* When a new industry or an expansion of an existing industry will enlarge the DTC and impact adjacent or nearby non-industrial areas, noise-abating construction techniques or methods, such as berms, below-grade location, sound walls, dense vegetation screens, or similar technically acceptable methods shall be utilized to reduce the noise to levels within the existing DTC. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City ♦ Agency/Department responsible: Planning Department]

## **2.04 Community noise levels**

### **2.04.01 Summary of major findings**

**E**xcessive amplified sound for personal entertainment or self-expression can adversely impact another citizen's desire for peace and quiet.

Short-term noise monitoring was conducted for the preparation of the Noise Element. Each site was monitored three different times during the day and night so that valid estimates of  $L_{dn}$  could be prepared. Two long-term noise monitoring sites were established within the City of Ukiah to record day-night statistical trends. The data collected included the  $L_{eq}$  and other statistical descriptors. Measured noise levels and estimated  $L_{dn}$  values for each site are summarized in Table IV.2-5. Monitoring sites are shown in Figure IV.2-G.

Community noise monitoring systems were calibrated with acoustical calibrators in the field prior to use. The systems comply with all pertinent requirements of the American National Standards Institute (ANSI) for Type I sound level meters.

The community noise survey results indicate that typical noise levels in noise sensitive areas (such as residential neighborhoods) of the City of Ukiah General Plan study area are in the range of 48 dB to 53 dB  $L_{dn}$ . Noise from traffic on local roadways, distant industrial activities, Ukiah Municipal Airport operations and neighborhood activities are the controlling factor for background noise levels in the majority of the study area. In general, the areas of the City of Ukiah General Plan study area which contain noise sensitive uses are relatively quiet.

The  $L_{90}$  values shown in Table IV.2-5 represent background noise levels, where there are typically no identifiable local noise sources. The  $L_{50}$  values represent median noise levels. The  $L_{eq}$  values in Table IV.2-5 represent the average noise energy during the sample periods, and show the effects of brief noisy

periods. The  $L_{eq}$  values were the basis of the estimated  $L_{dn}$  values.  $L_{max}$  values show the maximum noise levels observed during the samples, and were typically due to passing cars, aircraft overflights, or children playing.

The 24-hour noise monitoring data in Figure IV.2-G show that ambient noise levels reach a minimum during the hours of 1-5 a.m., increasing during the daytime hours as a function of increased traffic and other human activities.

Noise enforcement may be put into place through several different methods. First, enforcement usually rests with the Health Department. Although the Police Department may enforce “noisy vehicles” and “loud activities,” the Health Department usually enforces ongoing or peak noises from business and industry. The City, which does not have a health department, could assign noise enforcement to a code enforcement officer. With proper training and equipment, the officer would respond to calls about ongoing noisy situations, make appropriate measurements and use the normal code enforcement process to abate the noise.

#### **2.04.02 General Plan goals, policies, and implementing programs**

**G**oal NZ-3: **Respect individuals' rights to avoid exposure to excessive or unwanted noise.**

*Policy NZ-3.1: Enforce existing noise regulations.*

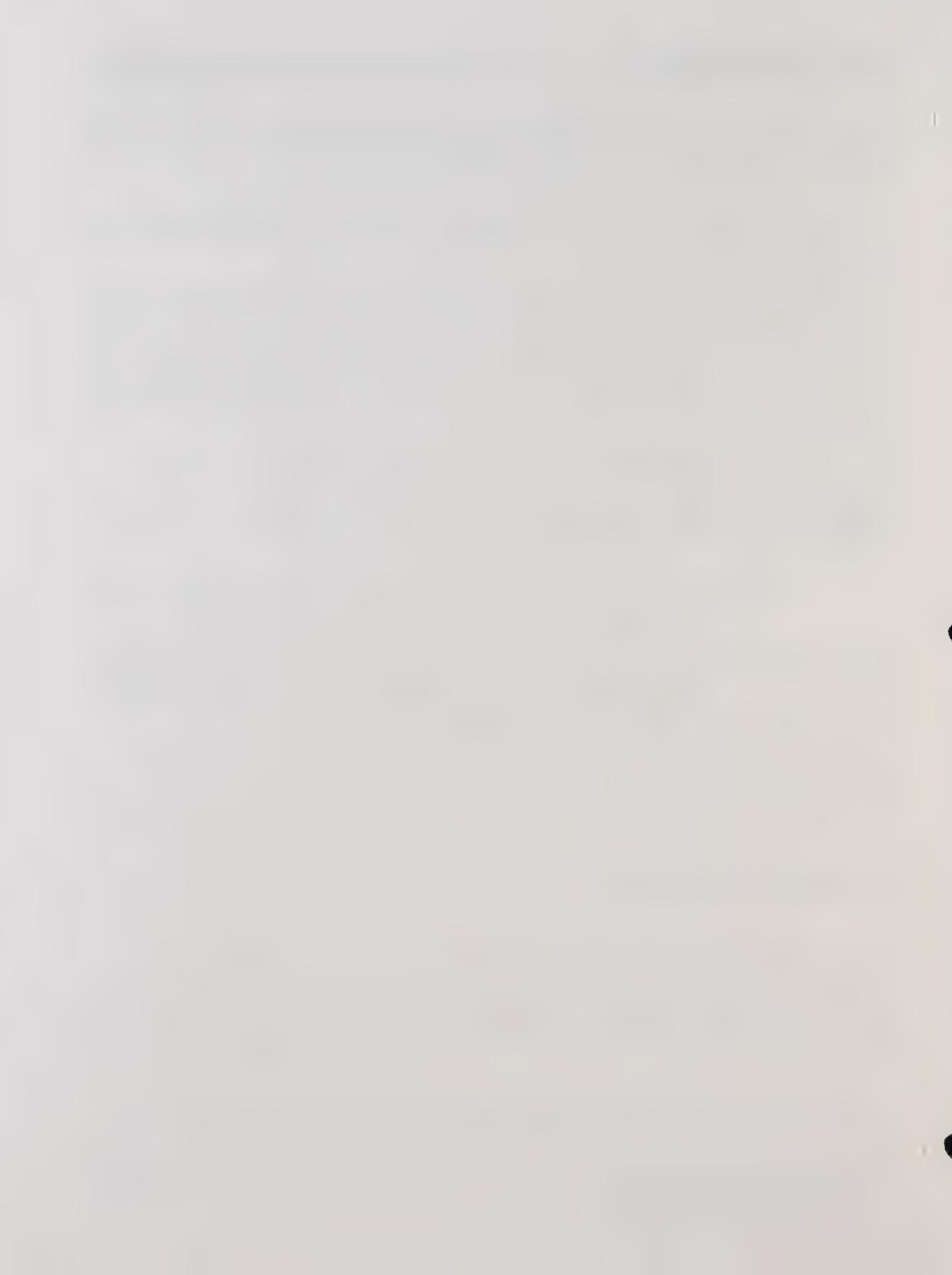
*Implementation Measure NZ-3.1(a): Provide for effective enforcement of a Noise ordinance.*

*[Timeframe for completion: Ongoing planning period ♦ Measure applies to: City ♦ Agency/Department responsible: Planning Department and Police Department]*

*Implementation Measure NZ-3.1(b): Enforcement shall be supported through appropriate training and budget allowance.*

*[Timeframe for completion: Ongoing planning period ♦ Measure applies to: City ♦ Agency/Department responsible: City Council]*









## 3 SAFETY

**T**HE SAFETY ELEMENT is one of the seven mandatory General Plan elements. Its content aims at protecting people and property from natural hazards. While the Safety Element is required to address fire, flooding, geologic, and seismic hazards, the City and County are permitted to address other locally relevant safety issues.

The Safety Element is the primary method connecting safety to city and county land use decisions. The City and the County will establish land use planning programs responsive to safety issues through the Land Use Element Siting Criteria and in the land development code. The Safety Element provides a means of establishing basic hazard mitigation programs. This results in a streamlined development process, because safety related mitigation measures can be designed into project applications prior to environmental review. Decisions related to zoning, subdivisions, and other entitlements can be tied to the Element's identification of hazards and hazard abatement provisions.

### 3.01 Seismic safety and geologic hazards

#### 3.01.01 Summary of major findings

**G**eology is the study of the earth. In a simple model, the Valley's geology can be divided into two basic units — the *bedrock* unit and the *valley fill* unit. The bedrock unit generally follows the topography of the two mountain ranges. The valley fill unit occurs under the relatively flat areas.

On the slopes of the Mayacamas Mountain and Coastal Range, the geologic hazards related to the bedrock units include mass earth movement such as landslides and complications to grading operations on the slopes. In addition to earthquakes, potential geologic hazards within the Planning Area include slope/mass earth movement, grading, seismic activity, and flooding.

Potential geologic problems in the valley fill unit relate to shallow ground water and compressive soils — which can cause a structure to settle. In addition, during an earthquake, the earth movement generates a vibration that can induce liquefaction. Flooding is also probable in the central portion of the valley fill unit bordering the Russian River.

The entire planning area is subject to the potential for a large seismic event. A portion of the eastern part of the Ukiah Valley follows the trace of the active Mayacamas fault. "Earthquake Fault Zones" (Alquist-Priolo Fault Study Area) have been delineated by the State Division of Mines and Geology. This "zone" identifies areas for which State law requires detailed studies for development to mitigate earthquake damage through site and building design. It may also be prudent to study seismic impacts for projects located near the Special Studies Alquist-Priolo Earthquake Fault Zones. These are generally identified in Figure IV.3-M on page 3.

The planning area presents a wide variety of geotechnically related challenges to development. For the most part, these can be solved through creative design and construction techniques. Grading plans and careful site design are important means of overcoming geologic hazards. Geologic and geotechnical investigations with detailed, site specific information for grading forms the backbone for hazard mitigation in the planning processes. Implementation of the recommendations of a geotechnical team with the project design as well as during construction will greatly reduce the potential for long term geotechnical problems.

Earthquake faults identified in the Planning Area trend from the southeast to the northwest, a tendency that occurs in the Mendocino Highlands — the geologic name for this area of the state. Over millions of years, portions of the Highlands were dropped by fault movement resulting in the main north-northwesterly trending valleys in the County, including the Ukiah Valley.

Both native slopes and those modified by grading require special consideration in the Planning Area. Landslides have occurred in the Ukiah Valley over the years. Although the Ukiah Valley has not experienced landslides dropping houses into ravines or down the hills — a more common occurrence in the Bay Area and Los Angeles area — the potential for such incidents does exist.

Geologic studies in the Valley have determined that there are several large ancient landslides located in Spanish Canyon, Gibson Canyon, and the Robinson Creek drainage. Steep mountain slopes are susceptible to “colluvial debris slides.” These are rapidly moving types of surface landslides that occur during torrential rains. The landslide is eminent when the ground is already saturated by high rainfall and the water becomes trapped or “perched” between the surface soils and bedrock. The excess moisture causes the topsoil to literally lift up and slide off the bedrock by force of gravity. It is similar to hydroplaning in a car.

Improper hillside grading practices have resulted in potentially unstable cut slopes and uncompacted fills in the Planning Area. The result of poorly engineered grading may be landslides or foundation failures that can adversely affect hillside residences and access roads.

Much of the Valley is located over a rock formation called “serpentine.” All areas underlain by serpentine are particularly susceptible to landslides, both debris flow landslides and deeper seated bedrock landslides.

A study by the California Division of Mines and Geology in 1993 found that there are improperly compacted or uncompacted fills in the western Ukiah foothills. This may cause problems for foundations of homes built on the fills. The study also found that most of the bedrock units do not hold compacted fills well. This is a result of over-sized rock fragments and an inadequate percentage of cohesive native material in the mix to ensure that a fill adheres to the side of a hill.

When discussions occur about “slopes” and “grades,” the terminology includes both percent of slope and degrees of slopes. Environmental and technical professionals utilize the terminology for different purposes — even though both are descriptions of slope steepness.

Table IV.3-10 provides a conversion of common slope factors. The first column measures the slope in terms of a *distance/elevation ratio*. For example a horizontal to vertical ratio (horizontal distance:vertical distance) shows the distance on level ground (horizontal) it takes for the ground to rise a certain distance (vertical). This ratio is then shown as *degrees of slope* in the second column. The third column converts the ratio to a *percentage*. The fourth column provides very broad and general development considerations and comments describing the slope.

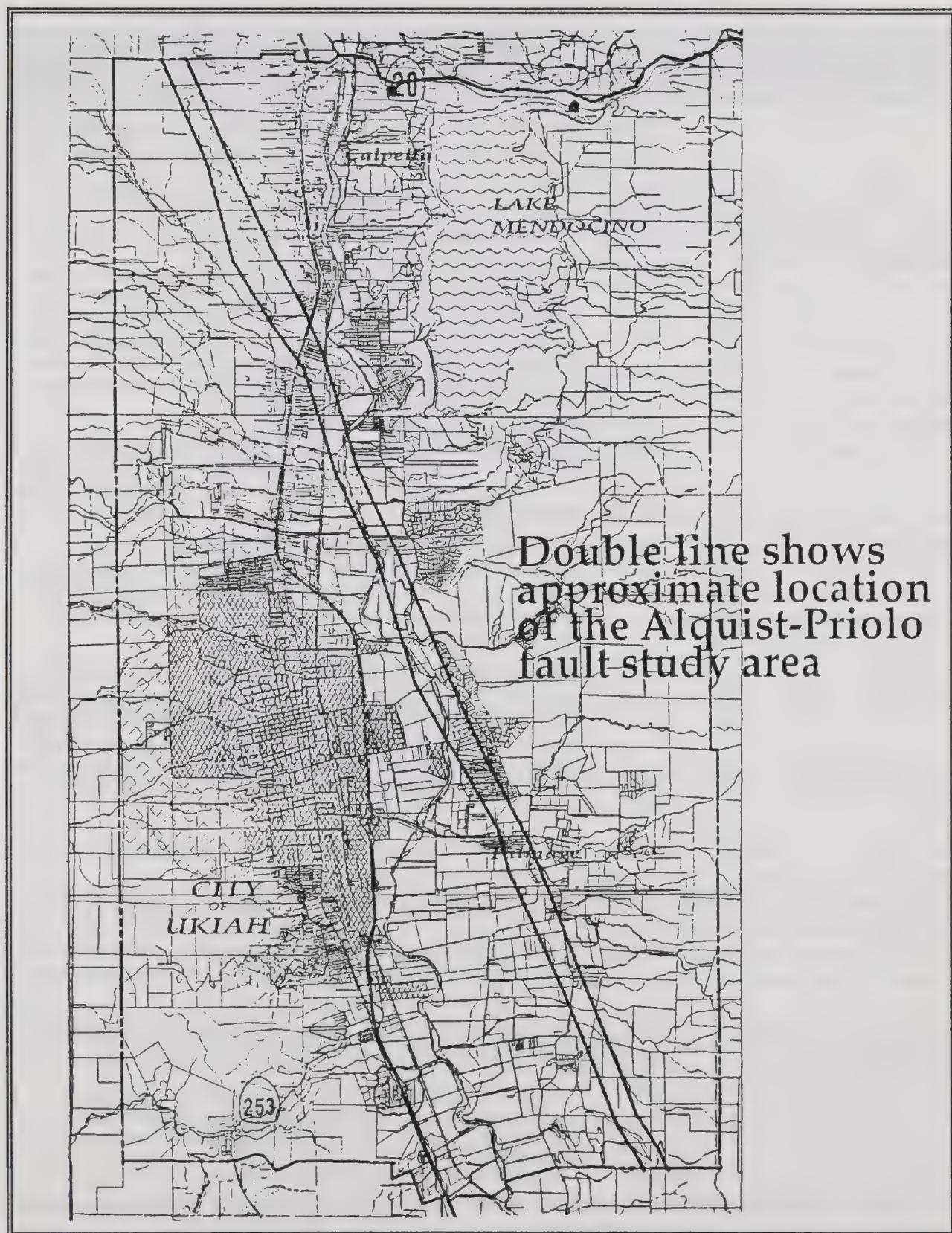


Figure IV.3-M: Location of Alquist-Priolo Special Study Zones

Table IV.3-10: Slope Conversions and Development Considerations

Slope Ratio		Percent Grade	Development Considerations and Notations
Hor:Vert	Degrees		
1/2:1	≈63°	200%	Slopes that may be roughly termed "vertical cliffs" are actually about this steep. There are very few of these steep cliffs in the Ukiah area.
1:1	45°	100%	Rock cut slopes in exceptionally hard and unjointed bedrock may perform adequately at 45 degrees; however, a detailed geological investigation is needed on a site-specific basis.
1½:1	≈33°	66.6%	Debris flows typically originate on slopes of 30 to 35 degrees. The angle of repose of many earth materials is usually about 30 to 35 degrees, depending on grain size and angularity of particles. Fill slopes are nearly always unstable at this angle and erode by ordinary seasonal rainfall. Roadcuts in hard unjointed bedrock may locally be stable at this slope angle, provided the slope is carefully investigated by a Certified Engineering Geologist.
2:1	≈26½°	50%	This is the cut and fill slope and fill slope specified by Chapter 70 of the 1991 Uniform Building Code (Refer to Sections 7009 and 7010). This is the steepest fill slope which is recommended for grading in the Ukiah area.
3:1	≈18½°	33.3%	Unsupported planes of discontinuity (joints, foliation, or bedding planes) which dip out-of-slope at about 18 degrees represent a slope stability concern if they occur on steeper natural slopes (on the order of 30 to 35 degrees). A theoretical maximum volume of landslide mass is thereby developed.
5:1	≈11°	20%	Many natural slopes considered to be relatively "gentle" are about 5:1; in the Ukiah hillside area this category includes many ridge crests and topographic saddles. It is anticipated that there will be continuing pressure to develop homes on 5:1 slopes since grading is typically feasible. However, roadway access to these spots is usually across much steeper slopes (±2:1) and therein lies a principal constraint.
6½:1	≈9.1°	16%	This is the legal maximum design grade for a road which can be negotiated by a fire truck.
10:1	≈6°	10%	This is the recommended maximum grade for sheet-flow.
12:1	≈5°	8.3%	A paved state highway at about 8 percent grade is considered a very steep highway. Caltrans uses yellow warning signs for truck drivers at this grade.
≈16.6:1	≈3½°	6%	Concrete-lined terrace drains across a graded slope face should be designed for a minimum of 6 percent grade.
50:1	≈1°	2%	"Level" pads for homes should be designed for at least 2 percent grade for adequate positive drainage of rainwater away from the perimeter of the home. No house pad should ever be at less than a 2 percent grade.

### 3.01.02 General Plan goals, policies, and implementing programs

#### **G**oal SF-1: Regulate new development in fault zones.

*Policy SF-1.1:* Avoid urban-scale development within Alquist-Priolo Earthquake Fault Zones.

*Implementation Measure SF-1.1(a):* No new construction shall be permitted within Alquist-Priolo Fault Zones without appropriate geotechnical studies which define setbacks and appropriate density or intensity of development. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: Department of Planning, Department of Planning and Building]

*Implementation Measure SF-1.1(b):* With the exception of the already-developed Talmage Rural Community, new Medium Density Residential, High Density Residential, or Commercial land uses shall not be sited within the Alquist Priolo Special Studies Zone. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: Department of Planning, Department of Planning and Building]

*Implementation Measure SF-1.1(c):* Geotechnical evaluations prepared by a California licensed engineering geologist (CEG) shall be submitted to the City or County prior to road, infrastructure, or site development within the Alquist-Priolo Special Study Zones. If a discretionary permit is required, the geotechnical report shall be submitted with the application for the permit. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: Department of Planning, Department of Planning and Building]

#### **G**oal SF-2: Regulate development across or near earthquake faults outside the Alquist-Priolo Earthquake Zone.

*Policy SF-2.1:* Provide development guidelines for building outside Alquist-Priolo Earthquake Fault Zones.

*Implementation Measure SF-2.1(a):* Geotechnical evaluations prepared by a California licensed engineering geologist shall be submitted to the City or County prior to site development along or near identified active and potentially active faults. If a discretionary permit is required, the geotechnical report shall be submitted with the application for the permit. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: Department of Planning, Department of Planning and Building]

*Implementation Measure SF-2.1(b):* The Land Development Code shall address minimum standards for development near earthquake faults to provide a method for implementing site-specific geotechnical studies. The Land Development Code shall define the distance within which the studies are required based on information and support from the California Division of Mines and Geology. Emphasis of geotechnical analyses shall address seismic reaction of soils — both saturated and unsaturated conditions — slope stability under static and seismic loads with implications to roads, utilities, and other infrastructure. [Timeframe for completion:

Short-term planning period ♦ *Measure applies to: City and County ♦ Agency/Department responsible: Department of Planning, Department of Planning and Building*

*Policy SF-2.2: Protect people and property from landslide danger.*

*Implementation Measure SF-2.2(a): Geotechnical evaluations prepared by a California licensed geologist shall be submitted to the City or County prior to site development along identified areas of potential landslide or earth movement activity. If a discretionary permit is required, the geotechnical report shall be submitted with the application for the permit. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: Department of Planning, Department of Planning and Building]*

*Implementation Measure SF-2.2(b): The Land Development Code shall contain provisions for development on hillsides in general and for development on hillsides that may be prone to slide or earth movement. [Timeframe for completion: Short-term planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: Department of Planning, Department of Planning and Building]*

*Implementation Measure SF-2.2(c): Provisions of the Hillside Development ordinances shall be incorporated into the Land Development Code. [Timeframe for completion: Short-term planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: Department of Planning, Department of Planning and Building]*

## **3.02 Flooding, dam inundation, high groundwater**

### **3.02.01 Summary of major findings**

**T**here are two types of flood hazards in the Ukiah Valley: One, potential inundation if the Coyote Dam at Lake Mendocino were to break; two, flooding which results from heavy rains overloading the drainage system.

#### **3.02.01(A) Coyote Dam inundation**

The width and elevation of the Ukiah Valley on each side of the Russian River provides a large, wide channel through which water can flow if Coyote Dam were to fail. Because of the volume of water in the lake, the wall of water from a total failure and a full reservoir would travel north up the Russian River channel to a point north of Highway 20, and then south well out of the Planning Area. The topography of the channel would keep the water constrained between the bluffs and North State Street until the Rural Community of Calpella. The dam inundation area shows the potential for the community to be flooded.

The greatest damage will likely occur to the south. Inundation is predicted to occur within most creek channels from the river nearly to the base of the foothills on the west side of the Valley. The main channel of flooding would likely follow US 101 or State Street, whichever is further west. The depth of the inundation water is such that it could reach Pinoleville on either side of Ackerman Creek. Within the City of Ukiah, the inundation limits reach Dora Street between Gobbi Street and a line coming west from Talmage Road. Figure IV.3-N shows the projected innundation area.

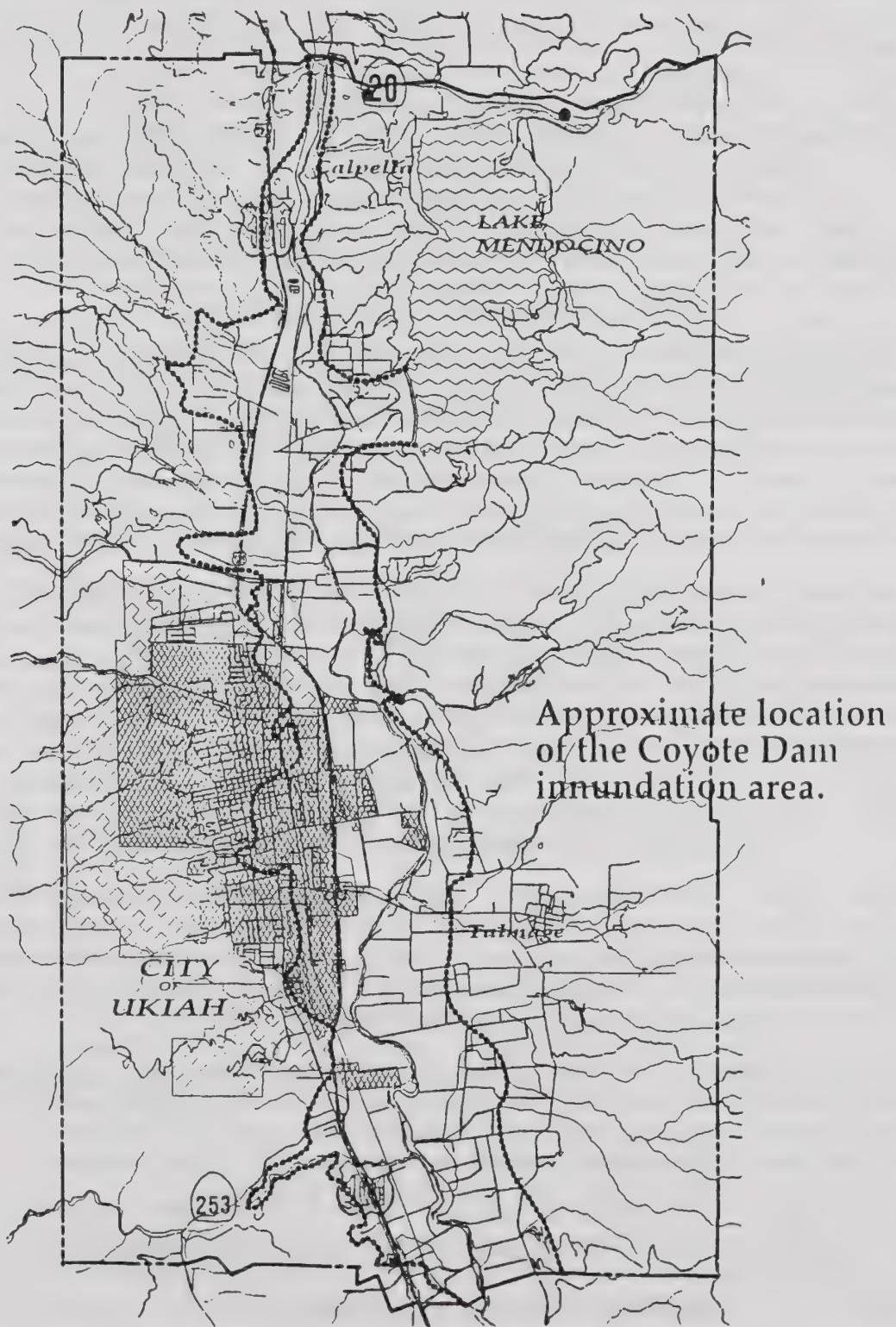


Figure IV.3-N: Lake Mendocino Dam Innundation Area

In the southern portions of the Planning Area, the water has a large land area in which to fan both east and west of the Russian River, although the model projects that most segments of US 101 south of Talmage Road will be underwater. The Rural Community of Talmage would have portions of its west side inundated.

All of the Valley's water treatment facilities and sewage disposal facilities are within the inundation limits of a Coyote Dam failure. The two hospitals in Ukiah are outside the boundaries, although Adventist Hospital on Hospital Drive is at the edge of the inundation area. The City's police, fire, and Civic Center are outside the inundation limits. The Ukiah Valley Fire Station on South State Street borders the limit line. The Mendocino County Sheriff's Department is also very close to the line. Ukiah's Municipal Airport has portions of the south end of the runway within the limits of the dam inundation area.

### **3.02.01(B) Flooding as a result of storms**

Studies by the Federal Emergency Management Agency (FEMA) with later supplemental studies submitted by the City or County report areas of potential flooding due to severe storms. Because of the size of the basin draining into the Russian River and its historic channels, the width of the Russian River channel through the Planning Area ranges from a narrow point of six hundred feet at the Rural Community of Calpella to a bulge of 7,500 feet just north of Plant Road. In normal years, the river maintains the current channel it has carved through the center of the Valley. During moderately severe storms (called ten year and fifty year storm events), the river can rise within this channel and overtop its current banks.

Within flood plains established by FEMA, property owners may be required to obtain flood insurance as a condition of mortgage approval. The areas subject to flooding are shown on maps called the Flood Insurance Rate Maps (FIRM) that are prepared by FEMA. The City and County participate in the FEMA flood insurance program. This allows property owners to obtain subsidized insurance rates. It also requires the City and County to establish development standards for construction within the One Hundred Year Flood Plain. The "One Hundred Year Flood" refers to the severity of the storm; one hundred year floods have a one percent chance of occurring during any given year. Typically the standards developed by a City or County can range from limits on the intensity of development to requirements to raise the "habitable floor" of the structure to at least one foot above the One Hundred Year Flood peak elevation.

Primary areas subject to one hundred year storm-induced flooding include The Forks Rural Community and North State Complex. Within the City, the one hundred year flood can reach as far west as US 101. Although flood-proofing measures have been used for many years to reduce flood damage in areas of inundation, development in the City and to the north increases the velocity of floodwater and expands the width of the flood zone in the agricultural lands south of the City.

When the Russian River overtops its banks, flooding is also likely to occur on the tributary creeks that traverse the canyons into the river. Orr Creek, Doolin Creek, Gibson Creek, and Robinson Creek have flood channels with the potential to inundate significant portions of residential areas near the channels's centerline. Mill Creek and Sulphur Creek have a record of flooding a zone nearly one thousand feet wide through Talmage and the Vichy Springs Road area respectively.

## **3.02.02 General Plan goals, policies, and implementing programs**

**G**oal SF-3: Protect new development from flooding.

**Policy SF-3.1:** Ensure adequate standards for development within the One Hundred Year Flood Plain.

*Implementation Measure SF-3.1(a):* The Land Development Code shall incorporate standards and restrictions for development within identified floodplains or areas subject to inundation by a one hundred year flood. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: Department of Planning, Department of Planning and Building]

**Policy SF-3.2:** Avoid development in the Russian River floodway.

*Implementation Measure SF-3.2(a):* Establish site development standards to ensure that new development within the Russian River floodway is kept to the absolute minimum. The standards shall prohibit development within the floodway except as permitted by Federal Emergency Management Agency Flood Insurance Program standards and regulations. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: Department of Planning, Department of Planning and Building]

## **G**oal SF-4: Strive for a flood-safe community.

**Policy SF-4.1:** Avoid critical public facilities in areas subject to flooding.

*Implementation Measure SF-4.1(a):* To the extent feasible, the public agencies shall avoid constructing new critical facilities — public safety, public health, water and sewer treatment facilities — within areas subject to one hundred year floods. It is recognized that certain facilities must be sited to meet other development or regulatory criteria, and as such are not precluded from building within a flood plain if the flood-prone location is a feasible site. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: City Council, Board of Supervisors]

### **3.03 Fire and wildland fire protection and prevention**

#### **3.03.01 Summary of major findings**

**F**ire protection is provided in the Planning Area by three agencies. The California Department of Forestry and Fire Protection (CDFFP) has primary responsibility for wildland fire suppression. Within the City limits, the Ukiah Department of Public Safety — combined police and fire departments — has primarily responsibility. In most of the unincorporated Planning Area, the Ukiah Valley Fire District has primary responsibility. Within the City limits, the City is also responsible for primary response to wild land fires.

##### **3.03.01(A) Urban fire protection and prevention**

The City of Ukiah provides fire protection as one of its City services. Prior to 1988, the City also served as the fire department for the Ukiah Valley Fire District. Beginning in 1988, the District implemented its own administration, prevention programs, and suppression responsibility. Both the City and the District utilize a combination of paid firefighters and reserve volunteers.

During the period of 1973 through 1994, the number of fire calls have decreased, while the number of medical calls increased significantly to nearly three-quarters of all fire department calls in both the City

and the District. The number of emergency responses in the Planning Area has increased significantly over the past 20 years. Combining District and City data, the average annual number of responses have increased from 793 (1973-1977) to 826 (1978-1982) to 1,130 (1983-1987) to 2,706 in 1993.

The dollar loss from fire damage has been decreasing as a result of fewer emergency calls for fire suppression. The decrease in fire calls and losses come from a combination of sources. Increased training and more available full time and volunteer staff provide better response to fire calls. The equipment used by firefighters has improved and been modernized by the City and the District. New fire regulations and new building technology at the local and state level have improved the resistance of structures to fire. Development of low cost smoke detectors and requirements for mandatory installation of detectors in residences also has had a significant effect in the reduction of fire damage.

There are still opportunities for improvement and enhancement to the fire services. As the Valley increases its role as the center of business and commerce for the Mendocino-Lake County areas, more commercial and industrial buildings will be constructed. Commercial and industrial uses have larger buildings, higher property values, and a greater number of persons exposed to risk. In addition, most commercial and industrial buildings have some hazardous or toxic materials stored or in use. Pre-planning from the permitting through the construction stage ensures that the primary fire responder has information about the design of the building, location of storage, and the types of materials in the building. In addition to pre-planning, a secure "key vault" allowing fire department access to the building can save time and damage when an emergency occurs. Fire control sprinklers greatly decrease risk from fire danger in these buildings.

As residential development begins to move higher up the hillside, urban development is encroaching into high fire danger areas. Within the City, the western hills are a high fire danger area, where special development requirements are needed to ensure safe emergency access, appropriate onsite water supplies, and proper structural materials and landscaping to resist fire. Additionally, evacuation routes may be required to move residents out of fire-prone areas and move in fire equipment.

In the County, similar conditions also occur within the Ukiah Valley Fire District territory. Some of the private property may be in areas in which the State imposes its "fire safe standards." To provide flexibility between both local needs and State requirements, the Land Use Element requires conformance to "fire safety standards" for all new subdivisions and building permits.<sup>1</sup> In addition, the District has the flexibility to enact its own local ordinance or adopt development requirements.

Ongoing development will increase demand for service in both the City and the County Fire Districts. The fire departments will need to accumulate funds for capital equipment or facilities. These funds can be collected through impact fees, special assessments approved by voters, or through the sale of voter-approved bonds. Imposing any special revenue program requires conformance to State laws related to public funding.

The City has a Catastrophic Event Response Plan, sometimes called an "emergency response plan," that provides for emergency evacuation routes and the management of the emergency with other area agencies. This Plan is incorporated into the General Plan by reference so that the General Plan does not need to be revised every time the City revises the response plan. The Catastrophic Event Response Plan

<sup>1</sup>"Fire Safe Standards," 14 CCR 1207, are the minimum requirements established for public and private development by the California Department of Forestry and Fire Prevention.

is periodically updated by the Public Safety Department. The last update was in 1994 and 1995, which had not been presented to the Council at the time the General Plan was first adopted.

The City is moving towards increasing the technology of fire prevention and "fast response." For many years, commercial and industrial land uses have been required to install sprinkler systems. Recently, home-based sprinkler systems that are acceptable from both an aesthetic and functional basis have begun appearing in residences. The City Fire Department wants to see sprinkler systems required in all new construction — residential, as well as commercial and industrial.

### **3.03.01(B) Wildland fires**

The California Department of Forestry and Fire Protection is responsible for wildland fire response and suppression. The Department also provides structure protection services to the County for areas not within the Ukiah Valley Fire District boundaries. CDFFP has flying tankers based at the Ukiah Municipal Airport during the fire season as well.

Wildland fires move quickly through the dry brush on the hillsides. The manzanita and scrub vegetation have high oil and fuel contents that burn quickly with extreme heat. To minimize the impact of fire on residences and other structures, CDFFP imposes the "Fire Safe Regulations" that require minimum standards for access, lengths of dead end roads, slope of roads, and clearance of flammable vegetation around structures. Of the 113 total number of CDFFP fire responses in Fiscal 1993-94, 36 were from careless burning, ten caused by campfires, and eleven were arson.

The City also enforces fire code regulations in hillside areas within the incorporated boundaries using the state standards as the model.

### **3.03.01(C) The Valley-Wide Task Force**

In 1991, the joint citizen committee called the "Valley-Wide Task Force" was seated with the responsibility of review and recommending changes in the administration and management of public services in the Ukiah Valley. The Task Force completed its work with a series of findings and recommendations, many of which are incorporated into the General Plan. The role of the Task Force was to find a way to provide the citizens of the Ukiah Valley with better and more efficient governmental services.

The Committee concluded that fire service in the Ukiah Valley is above average based on the expectations of the area and service in similar communities.<sup>2</sup> The City of Ukiah and the Ukiah Valley Fire District work effectively together to provide the most efficient response possible.

Both the City and the District increasingly integrate volunteer firefighters into operations. The volunteers greatly enhance the service level in the Valley, and improve the cost effectiveness of the agencies. As the population grows, the need for cooperation will be even greater. The issues related to jurisdiction and efficient response may, in the long term, lead to the consolidation of the two agencies.

The Task Force was concerned that the Valley's current catastrophic emergency response capabilities are at unacceptable levels. Steps must be taken to develop and implement an Action Plan to coordinate the resources of both the public and private sectors in responding to catastrophes. Since the Task Force submitted its recommendations, a Valley-wide "Emergency Response Plan" has been prepared. The Plan was undergoing review at the time the General Plan was being prepared for adoption.

<sup>2</sup>Ukiah Valley-Wide Task Force, "Report and Recommendations" (Ukiah: City of Ukiah, August, 1991), p. 12+.

The Task Force recommended the formation of a Joint Powers Authority (JPA) to optimize the delivery of fire service in the Ukiah Valley. The JPA is intended to include representatives from the City of Ukiah and the Ukiah Valley Fire District. The goal of the JPA is to provide training, hazardous material response, and coordinated purchasing.

### **3.03.02 General Plan goals, policies, and implementing programs**

#### **G**oal SF-5: Standardize the delivery of fire protection services.

*Policy SF-5.1:* Improve the quality of service throughout the Planning Area.

*Implementation Measure SF-5.1(a):* By the conclusion of the long-term planning period, achieve a maximum response time appropriate to the size of the territory served by the Fire Protection agency. [Timeframe for completion: Long-term planning period ♦ Measure applies to: City and Ukiah Valley Fire District ♦ Agency/Department responsible: City Fire Department, Ukiah Valley Fire District]

*Implementation Measure SF-5.1(b):* Provide coordinated training between the City and District fire fighters. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City and Ukiah Valley Fire District ♦ Agency/Department responsible: Fire Departments]

#### **G**oal SF-6: Improve Insurance Service Office (ISO) ratings.

*Policy SF-6.1:* Optimize the ISO ratings of the individual fire service organizations, while continuing to balance cost/quality trade-offs.

*Implementation Measure SF-6.1(a):* The City, County, Special Districts, and the State shall work together to implement ISO recommendations and take steps necessary to maintain or improve the areas' ISO ratings.<sup>3</sup> [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City, County,<sup>4</sup> and Ukiah Valley Fire District; State involvement cannot be mandated ♦ Agency/Department responsible: City Council, Board of Supervisors, Fire District Board]

#### **G**oal SF-7: Improve the fire safety of new buildings as appropriate to protect life and property.

*Policy SF-7.1:* Improve fire safety systems as appropriate for residential, and appropriate commercial, and industrial uses.

*Implementation Measure SF-7.1(a):* Within the land development code or the building code, develop standards when to require the installation of sprinkler systems in all residential, and appropriate commercial and industrial uses as prescribed in the Uniform Fire Code as amended locally. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City ♦ Agency/Department responsible: Division of Public Safety Department]

<sup>3</sup>It is recognized that based on Insurance Services Office ratings, the City and the District will ultimately reach an ISO level that is the best achievable level for either the City or the District. The intent of this measure is to ensure that the agencies work to maintain ISO levels that are cost effective for the communities.

<sup>4</sup>County involvement is through the Development Review process. The County has the ability to enforce fire safety standards needed by the District through its Zoning, Subdivision, and other Development Codes.

**G**oal SF-8: Continue to maintain cooperative and mutual aid agreements.

*Policy SF-8.1:* Maintain aid agreements between agencies to ensure maximum utilization of Valley resources.

*Implementation Measure SF-8.1(a):* Review resources available to each fire service provider and define the most appropriate agreements to provide Valley residents with maximum fire protection. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City, County, and Ukiah Valley Fire District ♦ Agency/Department responsible: City Council, Board of Supervisors, Fire District Board]

**G**oal SF-9: Coordinate equipment and inter-agency communications.

*Policy SF-9.1:* Maintain common or inter-linked communications facilities.

*Implementation Measure SF-9.1(a):* Ensure that all communication equipment is capable of receiving and transmitting to other emergency response agencies in the Valley. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City, County, and Ukiah Valley Fire District ♦ Agency/Department responsible: City Council, County Sheriff and Emergency Services, Fire District Board]

*Policy SF-9.2:* Coordinate equipment purchases for financial savings and compatibility.

*Implementation Measure SF-9.2(a):* Join together to purchase equipment in order to increase agencies' buying power when feasible and ensure the compatibility of equipment. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City, County, and Ukiah Valley Fire District ♦ Agency/Department responsible: City Council, Board of Supervisors, Fire District Board]

**G**oal SF-10: Increase public education of fire prevention.

*Policy SF-10.1:* Inform property owners and residents of the need to prevent fires and protect people and property from damage.

*Implementation Measure SF-10.1(a):* During the short-term planning period, the District and the City shall work together to prepare an informational brochure that explains how to implement fire safety standards at home, work, and play. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City and Ukiah Valley Fire District ♦ Agency/Department responsible: Fire Departments]

**G**oal SF-11: Develop a Valley-Wide Catastrophic Emergency Response Plan.

*Policy SF-11.1:* Develop a plan to address immediate-term emergency response in the hours and days following a catastrophic emergency.

*Implementation Measure SF-11.1(a):* Using a mutually empowered group or joint powers authority — and incorporating private sector expertise — during the short-term planning period, the City, the Ukiah Valley Fire District, California Highway Patrol, and CDFFP, and the County Emergency Services Office shall work together to prepare a Valley-wide Catastrophic Emergency Response Action Plan. The Plan shall be developed by a committee of representatives from both the public and private sectors. [Timeframe for completion: Short-term planning period ♦ Measure ap-

plies to: City, County, and Ukiah Valley Fire District ♦ *Agency/Department responsible:* City Council, County Office of Emergency Services, Fire District]

*Implementation Measure SF-11.1(b):* The Action Plan shall be a practical, working document, which addresses the first seventy-two hours following the catastrophe. The plan shall, at a minimum, define emergency response process, identify available resources and a comprehensive communications strategy. [Timeframe for completion: Short-term planning period ♦ *Measure applies to:* City, County, and Ukiah Valley Fire District ♦ *Agency/Department responsible:* City Council, County Office of Emergency Services, Fire District]

*Implementation Measure SF-11.1(c):* As part of the Plan's development, the Committee shall conduct a public assessment of local emergency needs and investigate how other areas are handling emergency preparedness. [Timeframe for completion: Short-term planning period ♦ *Measure applies to:* City, County, and Ukiah Valley Fire District ♦ *Agency/Department responsible:* City Council, County Office of Emergency Services, Fire District]

## **G**oal SF-12: Establish “Fire Safety Standards.”

*Policy SF-12.1:* In coordination with the State Fire Safe Standards (14 CCR §1207), ensure locally-oriented fire safety requirements.

*Implementation Measure SF-12.1(a):* During the short-term planning period, the City, County, and Ukiah Valley Fire District shall prepare and adopt “Ukiah Valley Fire Safety Requirements” that, at a minimum, are equal to or greater than the State of California’s standards and that address site development standards, structure flammable vegetation clearance<sup>5</sup>, road access, and provisions for peakload water supply. [Timeframe for completion: Short-term planning period ♦ *Measure applies to:* City, County, and Ukiah Valley Fire District ♦ *Agency/Department responsible:* City Council, County Office of Emergency Services, Fire District]

### **3.04 Police services and public safety**

The City of Ukiah maintains a 24-officer Police Department, consisting of the Public Safety Director, 2 Captains, 5 Sergeants, and 16 Patrol Officers, in addition to 2 part-time Community Service Officers, and 1 part-time Animal Control Officer. The Department performs all the duties and assignments typically associated with protecting the community, and securing the public’s safety, and the Department maintains an exemplary record in performing these functions to the highest standards.

In addition to the typical police and public safety functions, the Department maintains the 9-1-1 emergency dispatch service; provides animal control; maintains both a police cadet and police reserve program; provides in-school programs to teach self esteem and drug awareness; contributes one officer to the Mendocino County Drug Task Force; cooperates and coordinates with outlying police agencies (sheriff, highway patrol, etc.) to provide service beyond the City limits; and maintains the Community Oriented Policing program which assists community groups such as Neighborhood Watch in deterring crime in various areas of the community.

<sup>5</sup>Fire clearance on hillside lots should be done to hillside development zone standards.

In order to provide the highest quality police services to the community, the Department functions according to a Mission Statement, which includes the following tenets:

- Provide the highest possible level of service to our community;
- Ensure the safety of those who live and visit here;
- Protect the lives and property entrusted to our care;
- Defend the constitutional rights of all people, and;
- Help create and preserve a safe and secure environment.

Beyond the City limits, the Mendocino County Sheriff's Department provides police and public safety services for County residents. The Sheriff's Department also maintains the County jail, and provides bailiffs for Superior Court. Both the County jail and the Sheriff's Department headquarters are located within the City limits on Low Gap Road.









## 4 ENERGY

### 4.01 Overview

**T**HE 1973 OIL EMBARGO created a national awareness that energy is an essential resource. Fossil fuels provide for the majority of the nation's energy needs. The quantity of these fuels are finite with the largest reserves located within foreign countries. At one time nuclear power was expected to develop into a replacement energy source. Cost and public controversy concerning facility safety and the problems associated with the disposal of nuclear wastes, combined with the high cost of building and operating a plant, however, have diminished the attractiveness of nuclear power as a replacement energy source for fossil fuels.

Public policy on energy efficiency has, in the past, been dictated by concerns for national security and economic viability. Emerging as an equal concern, however, is the environmental degradation caused by burning fossil fuels. The burning of fossil fuels creates air pollution and increases atmospheric concentrations of infrared-absorbing gases, such as carbon dioxide. These increases have been associated by some scientists with global warming. This has provided the impetus for stronger public policy on energy efficiencies, vehicle fuel economies and emission policies. The U.S. Department of Energy's goals are to improve the efficiency of energy utilization, increase energy production from renewable resources and reduce the United State's dependence on imported energy. Similar goals are now shared by privately-owned utilities.

Within the Ukiah Valley, as in most communities within this country, fossil fuels still provide most of the energy consumed. Gasoline, natural gas, propane and part of the Valley's electrical supply are all derived from fossil fuels. The Valley's best opportunity for reducing its dependence upon fossil fuels is to increase the efficiency of energy used within structures and for transportation. The largest use of energy is for automobile transportation, with heating and cooling within structures ranked second. Economic forces, both regional and local, have an effect on the feasibility and availability of alternative transportation systems. Energy savings can be realized by establishing land use patterns to optimize public transit, the use of bicycles, and availability of pedestrian paths.

Local governments can lead the Valley in reducing its dependence on fossil fuels by promoting alternative methods of transportation (walking, bicycling, and carpooling), energy efficient mass transit; the use of renewable energy sources (hydro, solar, wind and biomass); and increasing the efficiency of energy used within structures. The benefits of doing so include reducing the amount of money sent outside of the community to buy energy, increasing local employment opportunities, and increasing the environmental and aesthetic qualities of the Valley.

### 4.02 Land use

#### 4.02.01 Summary of major findings

**T**he types and amounts of energy used within a community are greatly affected by land use patterns and their associated transportation impacts. For instance, a sprawling, low density urban pattern increases dependency upon automobiles and therefore fossil fuels by limiting opportunities for mass transit use, bicycling and walking. Land use patterns are largely regulated through the General Plan and Zoning Ordinance. As a result, both the City of Ukiah and the County of Mendocino can have a dramatic

influence on energy use within their own jurisdictions. The efficiency of energy use within the Ukiah Valley can be increased by planning land use patterns to reduce dependence upon automobiles. This can be accomplished by locating relatively dense residential development, as well as major new employment and retail centers, along public transportation routes. Additionally, single family land uses should have safe bicycle and pedestrian access to shopping, employment and nearby residential neighborhoods.

#### **4.02.02 General Plan goals, policies, and implementing programs**

##### **G**oal EG-1: Create land use patterns which facilitate the conservation of energy.

*Policy EG-1.1:* Locate shopping, employment and recreation opportunities within walking or bicycling distance of proposed and existing housing.

*Implementation Measure EG-1.1(a):* The Land Development Code<sup>1</sup> shall incorporate standards and incentives for new development to provide safe and reasonable access for pedestrians and bicyclists. [Timeframe for completion: Short term planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: City Planning Department and County Department of Planning and Building]

*Implementation Measure EG-1.1(b):* The Land Development Code shall allow for mixed-use developments. [Timeframe for completion: Short term planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: City Planning Department and County Department of Planning and Building]

#### **4.03 Transportation**

##### **4.03.01 Summary of major findings**

**T**ransportation activities account for approximately 28 percent of all energy use within the United States. Personal passenger transportation is the largest consumer, accounting for about 58 percent of all transportation energy use.

The personal auto is more energy intensive than other forms of passenger transportation, but not by as much as many may think. Average fuel efficiency for cars in use today is approximately 18 miles per gallon (mpg). In comparison, an urban transit bus achieves an average of 36 mpg per passenger. Consequently, an auto with two passengers, or an auto with one passenger but twice the average fuel economy, has roughly the same passenger fuel efficiency as a bus. Mass transit, however, has the added benefit of reducing traffic congestion and associated air pollution.

Progress has been made toward raising average vehicle fuel economy. However, these gains have been countered by increases in overall travel. The Motor Vehicle Information and Cost Savings Act of 1975 introduced average fuel economy standards; the average fuel economy for new cars is 28 mpg. Various auto manufacturers have developed high fuel efficient prototype vehicles. Fuel economies of these vehicles have ranged from 50 to nearly 100 mpg. The prototype vehicles tend to be smaller with lower acceleration performance than today's cars.

<sup>1</sup>Land Development Code refers to a new compilation of ordinances that will replace the zoning ordinance, subdivision ordinance, and associated development ordinances by placing them all within a single code section

Additionally, California has mandated that by 1998, two percent of all cars a manufacturer sells in the state must produce no tailpipe emissions. The requirement increases to five percent by the year 2000 and ten percent by 2003.

In response to air quality concerns, alternative fuels have been developed. Mixtures of methanol and gasoline are being used. Natural gas and liquid petroleum gas (LPG) are also being considered as alternative vehicle fuels. PG&E is promoting the use of natural gas powered vehicles. It has several natural gas vehicle (NGV) fueling stations in California and is working with Shell Oil Company to install natural gas compressors at selected service stations. Many of the NGV or LPG vehicles operating today are company fleet vehicles.

Local governments within the Ukiah Valley can play a role in transportation energy management. They can promote pedestrian and bicycle travel, car-pooling and mass transit. Further, the City and County can set an example for private industry by developing fuel efficient vehicle fleets and developing on-site carpooling programs for their employees.

#### **4.03.02 General Plan goals, policies and implementing programs**

##### **G**oal -2: **Improve the efficiency of energy use within the private transportation system.**

*Policy EG-2.1:* Encourage the use of alternatively powered vehicles.

*Implementation Measure EG-2.1(a):* The City shall explore a program of offering a range of incentives for alternatively fueled automobiles. [Timeframe for completion: Intermediate-term planning period ♦ Measure applies to: City ♦ Agency/Department responsible: Electric Utility Department]

##### **G**oal EG-3: **Improve the efficiency of energy use within the City's and County's vehicle fleet.**

*Policy EG-3.1:* The City and County shall serve as models for programs to operate fleet vehicles at maximum fuel efficiency.

*Implementation Measure EG-3.1(a):* Perform regular maintenance on fleet vehicles to ensure they are operating at peak fuel efficiencies. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: General Services]

*Implementation Measure EG-3.1(b):* Coordinate work schedules and site visits so that city employees and elected officials share vehicles whenever feasible. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: General Services]

*Implementation Measure EG-3.1(c):* The City and County shall develop a model program for their fleets of vehicles which ensures the following:

The most energy efficient vehicles available are brought on line whenever replacement vehicles are needed and to the greatest extent possible.

Replacement vehicles are comprised of the least air polluting options available; and Alternative fuels which create the least air pollution shall be used whenever available, practical and financially feasible. [Timeframe for completion: Long-term planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: Administration and vehicle fleet managers]

**Policy EG-3.2: Support car-pooling.**

*Implementation Measure EG-3.2(a): Work with Caltrans and large employers to promote car-pooling. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: Local Transportation Commission through the Mendocino Council of Governments]*

*Implementation Measure EG-3.2(b): Develop incentives, such as preferred parking places at government buildings, for city employees who car-pool. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: General Services]*

## **4.04 Site planning and landscape design**

### **4.04.01 Summary of major findings**

The layout of streets and lots can play an important role in facilitating long-term energy conservation. Long after individual buildings are demolished and new buildings replace them, the initial layout of streets and lots continue to influence energy use demands and design options available to the community. Most developments in the Ukiah Valley were designed with little or no consideration of energy efficiency. Many of these developments cannot take advantage of solar energy due to their lot or building orientations restricting solar access. As familiarity with the relative low cost and simplicity of solar design increases, more and more people will be interested in developing solar energy sources for their homes and businesses. In order to facilitate future solar energy use, energy-related planning needs to occur now.

In relatively low-density hillside development, lots should be laid-out so that the maximum number of building sites have solar access. Housing densities on wooded, north-facing slopes should be low, as these sites are likely to remain relatively cold and damp during the winter, creating a less comfortable living environment and requiring more energy to heat. On larger sites structures should be clustered to maximize solar opportunities.

Energy requirements for heating and cooling buildings are also strongly influenced by local climatic conditions. Large areas of unshaded pavement, such as wide streets or parking lots, absorb and radiate heat which can significantly increase summer temperatures. This in turn can substantially increase the costs of cooling nearby structures. Trees create shade which can significantly reduce a building's cooling needs while providing a more comfortable outdoor environment. Trees which are too small, too tall, or too narrow should not be used because they will provide limited or no benefits. The best tree species for micro-climate enhancement are broad, low, and deciduous, preferably losing their leaves relatively early in the fall.

### **4.04.02 General Plan goals, policies and implementing programs**

#### **G**oal EG-4: Maximize on-site solar energy use, especially in new developments.

*Policy EG-4.1: Incorporate solar energy considerations into the design, review and approval of all development.*

*Implementation Measure EG-4.1(a): Streets and lots shall be oriented in such a way as to maximize design opportunities for passive solar heating and cooling. Streets shall*

be generally oriented east to west unless topographical, engineering, and other significant visual considerations can be shown to warrant other design characteristics. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: City Planning Department, County Building and Planning Services]

*Implementation Measure EG-4.1(b):* The Land Development Code shall provide setbacks and height limitations that provide for optimal solar air and water heating and cooling opportunities. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: City Planning Department, County Building and Planning Services]

*Implementation Measure EG-4.1(c):* The Land Development Code shall require structures and landscaping in Planned Unit Developments be located to maximize solar access. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: City Planning Department, County Building and Planning Services]

*Implementation Measure EG-4.1(d):* The Land Development Code shall require hillside lots be configured to maximize solar access through clustering units or building sites on south-facing slopes whenever possible. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: City Planning Department, County Building and Planning Services]

*Implementation Measure EG-4.1(e):* The Land Development Code shall include incentives for project designs in all zoning districts which respond to principles of solar access and design. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: Utility Department, City Planning Department, County Building and Planning Services]

## **G**oal EG-5: Site design shall incorporate shade trees for energy conservation.

*Policy EG-5.1:* Encourage minimum canopy coverage of all paved area on a lot.

*Implementation Measure EG-5.1(a):* the Land Development Code shall include in its design requirements the requirement that all new development shall provide a canopy coverage of 50% at maturity of all paved areas on the lot.<sup>2</sup> [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: Planning Department and Department of Planning and Building Services]

### **4.05 Building design**

#### **4.05.01 Summary of major findings**

**B**uilding design is a significant factor in energy efficiency. Buildings which fail to respond to site and climatical factors are more difficult and costly to cool in summer and heat in winter. As energy costs continue to climb, energy efficiency and solar design features have increasingly become cost effective. In 1976, Title 24 of the Uniform Building Code was amended to include energy conservation measures, particularly increased insulation standards. In addition to existing codes, local governments can take steps to encourage these features and stimulate more energy efficient development.

<sup>2</sup>The objective is to try to obtain a fifty percent canopy over parking areas. The Land Development Code shall set the performance or other standards for site specific consideration. This footnote is a part of Implementation Measure EG5.1(a).

The City is in a unique position to encourage energy efficiency in building design because of its development review functions and because it owns the local utility agency.

Simple passive solar design features which are both cost effective and energy efficient include orienting buildings and placing windows and roof overhangs to receive the winter sun and deflect the summer sun; windows which open; thermal drapes or shutters; increased wall, roof, and floor insulation; double glazing of glass doors and windows; and attached greenhouses or solariums for direct solar heat gain. In addition, there are a variety of active solar design features which can be cost effective under the right circumstances, such as solar water heating.

Existing structures can increase their energy efficiency through upgrading their insulation, appliances, equipment and weatherization. They can also be retrofitted with solar design features. As an example, lighting retro-fits can greatly increase the energy efficiencies of existing commercial buildings.

#### **4.05.02 General Plan goals, policies and implementing programs**

**G**oal EG-6: Promote energy efficiency features in the design of all new structures and in the retrofitting of existing structures.

*Policy EG-6.1:* Design new buildings with the maximum feasible energy efficiency.

*Implementation Measure EG-6.1(a):* The Land Development Code shall require energy efficiency standards which adapt State requirements to the Ukiah Valley for all new development. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: Building Departments]

*Policy EG-6.2:* Public buildings shall operate at the highest energy efficiency level economically and operationally feasible.

*Implementation Measure EG-6.2(a):* During the short-term planning period, the City and County shall perform an energy survey on all their buildings and create a plan for accomplishing needed upgrades. [Timeframe for completion: Short-term planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: General Services and Administration]

*Implementation Measure EG-6.2(b):* New buildings constructed for public agencies shall be to the highest energy efficiency level financially feasible. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: General Services and Administration]

*Policy EG-6.3:* Promote retrofitting of privately-owned buildings to increase energy efficiency.

*Implementation Measure EG-6.3(a):* The City, through its utility agency and other programs to conserve non-renewable energy resources, shall offer incentives to individuals and companies willing to retrofit their buildings to increase energy efficiency and install more energy efficient appliances. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City ♦ Agency/Department responsible: Electric Utility]

## 4.06 Energy Suppliers

### 4.06.01 Summary of major findings

**E**nergy suppliers can, through maintenance and system design, increase the efficiency with which they supply energy to their customers. Additionally, opportunities exist for suppliers of energy to work with their customers, offering education and incentive programs, to increase the efficiency of energy use on-site.

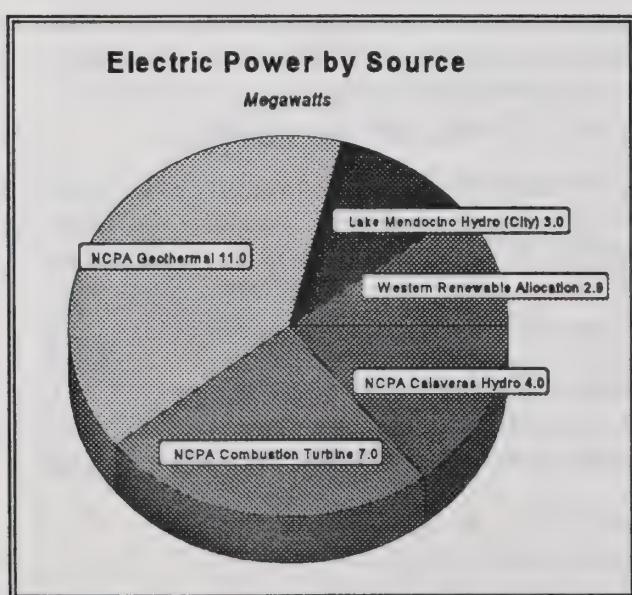
The primary energy supplies used within buildings are electricity, natural gas, oil, propane and wood. Electrical power is supplied to the planning area by either the City of Ukiah or the Pacific Gas and Electric (PG&E) Company. The City of Ukiah has owned and operated an electrical distribution system since 1897. It provides electrical service to approximately 7,700 customers, 80 percent of which are residential and the remaining of which are commercial or municipal. The City obtains its electrical supply from various sources as summarized in the Table IV.4-11 and Figure IV.4-O.

Ukiah purchases 22.0 MW of power from the Northern California Power Agency (NCPA).

The City of Ukiah was one of the founding members of NCPA, a joint power agency comprised of various cities and a rural electric cooperatives which own electric utility systems. The primary purpose of NCPA is to efficiently acquire, purchase, generate, transmit, distribute, sell, interchange and pool electric energy and capacity for its members. Ukiah currently participates in three types of generating resources of NCPA. NCPA operates five combustion turbine units to generate peaking capacity for its members. Four geothermal plants are operated by NCPA. Also, a major hydroelectric project has recently been completed in

**Table IV.4-11: Ukiah sources of electricity**

Source	Megawatt
Western Firm Power Allocation	5.9
Western Renewable Allocation	2.9
Lake Mendocino Hydro (City)	3.0
NCPA Geothermal	11.0
NCPA Combustion Turbine	7.0
NCPA Calaveras Hydro	4.0
<b>Total</b>	<b>31.8</b>



**Figure IV.4-O: Sources of City power supply**

Calaveras County. NCPA also has an Interconnection Agreement with PG&E to allow NCPA power resources to be delivered over PG&E transmission lines and to purchase supplemental power from PG&E. The City of Ukiah's power resources have been sufficient in the past to meet its loads and, therefore, the City has not needed to purchase supplemental power from PG&E. Electrical energy is delivered to the City of Ukiah over PG&E transmission lines under contracts with Western and NCPA. The City receives power from PG&E's Ukiah Substation. The City

then transmits the power over its own transmission line to its main sub-station located at Orchard and Gobbi Streets. The City's distribution system consists of approximately 50 miles of overhead lines and 25 miles of underground lines.

Ukiah's peak demand for electricity occurs during the summer months. The peak demand for the summer of 1993 reached 25.7 MW while demand in the winter was approximately 16 MW. The summer peak demand is due to hot weather conditions and air-conditioning loads.

In 1993, Ukiah had a total of 7,665 electric customers. Residential customers accounted for 80 percent, small commercial 19 percent and the remaining 1 percent were large commercial and municipal customers. In terms of electrical load, residential customers accounted for 30 percent, commercial customers 68 percent and the remaining 2 percent are industrial and municipal loads.

PG&E serves those electric customers in the Ukiah Valley that are not served by the City of Ukiah. PG&E is one of the nation's largest investor-owned gas and electric utilities. PG&E obtains its electrical supply from widely diversified resources.

PG&E owns and operates an electrical distribution system throughout northern and central California, serving 11.8 million people, including facilities within the Ukiah Valley. PG&E electric customers within the planning area include residential, commercial, industrial, agricultural and governmental. The largest individual electrical loads within the planning area are industrial.

PG&E also provides natural gas service to portions of the Ukiah Valley. These areas include the City of Ukiah northward to Redwood Valley. PG&E's sources of natural gas are derived from Canada, the U.S. Southwest and California. Natural gas customers include residential, commercial, industrial and governmental. Both Masonite and LP Corporations use natural gas at their wood product plants.

Other energy supplies used within buildings include propane, fuel oil and wood. Propane is used by residential and commercial customers in the Ukiah Valley, especially where natural gas service is not available. Fuel oil is used by the Masonite Corporation in combination with wood residue to fuel its steam boilers. Wood is used in the area by some residences for space heating.

Both the City of Ukiah and PG&E offer energy conservation programs to their customers. The City of Ukiah through its power service contract is required to have an on-going Conservation and Renewable Energy (CR&E) Program. Ukiah's CR&E Program identifies eight activities. Three of the activities are related to renewable energy "supply" and the other five activities are related to "demand-side" management.

The renewable energy supply activities include the City's ownership and operation of a small hydroelectric plant at Lake Mendocino's Coyote Dam. This project has an installed capacity of 3.0 MW. Two other renewable energy supply projects have been initiated in conjunction with NCPA. The city, through NCPA, operates two 110 MW geothermal facilities at "The Geysers." Also, the City is a participant in the NCPA North Fork Stanislaus Project located in Calaveras County. This project is a 205 MW hydroelectric project.

Demand-side energy management activities include equipment loans from Western to scan the City's distribution lines, pumping stations and buildings for electrical losses. The City also offers energy management programs to its electric customers. These include energy audits, commercial and residential rebates, and a compact fluorescent bulb rental program.

In the Fall of 1992, the U.S. Congress passed the "Energy Policy Act of 1992." Because of this Act, Ukiah will be required to prepare "Integrated Resource Plan" (IRP). An IRP must include both supply-side and demand side resource assessments, analyze environmental impacts, include public participation, and have action plans with quantifiable energy savings. Customer IRPs are due to Western twelve months from adoption of the final program regulations. The regulations were to be finalized by January, 1996. PG&E is required by the California Public Utilities Commission (CPUC) to offer its customers energy management programs.

PG&E residential customers are eligible for rebates, educational information and direct assistance. Rebates are offered for ceiling insulation, high-efficiency refrigerators and air conditioners, filters, showerheads, water heater blankets and shade trees. Educational information programs include energy audits, design services and time-of-use rates. Direct assistance is available to income-eligible households for such things as appliance replacements and rate discounts.

PG&E also offers energy management programs to its commercial and industrial customers. Electric and natural gas rebates and other financial incentives are available to customers that undertake efficiency improvements for heating, ventilation and air conditioning, lighting, refrigeration and pumping systems.

#### **4.06.02 General Plan goals, policies, and implementing programs**

##### **G**oal EG-7: Educate residents and businesses about the importance of energy efficiency.

*Policy EG-7.1:* Promote energy education programs.

*Implementation Measure EG-7.1(a):* The City shall utilize its utility bill mailings to promote education on energy efficiency and solar energy. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City ♦ Agency/Department responsible: Electric Utility Department]

*Implementation Measure EG-7.1(b):* The City, in conjunction with other groups, shall participate in or offer workshops, seminars, and newsletters on a periodic basis to provide information to utility users about energy efficiency and solar energy. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City ♦ Agency/Department responsible: Electric Utility Department]

*Implementation Measure EG-7.1(c):* The City, in conjunction with other groups, shall participate in or offer workshops, seminars, and newsletters on a periodic basis to provide information to utility users about energy efficiency and solar energy. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City ♦ Agency/Department responsible: Electric Utility Department]

##### **G**oal EG-8: Manage existing energy resources to meet increased demands and explore the use of new energy efficient technologies.

*Policy EG-8.1:* Develop a load management program whereby existing electrical supplies can accommodate, to the extent feasible, future growth and development.

*Implementation Measure EG-8.1(a):* Investigate thermal energy storage as a means of reducing peak power demands for cooling. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City ♦ Agency/Department responsible: Electric Utility Department]

*Implementation Measure EG-8.1(b): Offer financial or other incentives to residential and commercial customers to install more efficient heating, ventilation, and air conditioning systems; lighting systems; and appliances. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City ♦ Agency/Department responsible: Electric Utility Department]*

*Implementation Measure EG-8.1(c): The City shall offer to new residential and commercial customers information on efficient energy use and energy audits, as part of hook-up process. . [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City ♦ Agency/Department responsible: Electric Utility Department]*



# V. INFRASTRUCTURE ELEMENTS

## 1 AIRPORT

### 1.01 *Introduction*

**T**HE CITY OF Ukiah owns and operates the 165 acre municipal airport. The airport has been in the same location for the last fifty years, and the City has committed to keeping the airport in this location. To support this, the City has initiated an Airport Master Plan effort using funds from the Federal Aviation Administration (FAA) and California Department of Transportation (Caltrans). Since 1986, the City has expanded the Airport Runway Protection Zone, placed an emphasis on commercial and industrial development around the airport, and improved facilities at the airport.

There are no scheduled air carriers operating from the airport, although there are significant private and charter aircraft activities, delivery services, and the Department of Forestry and Fire Protection attack center. The airport and its operations are given a valued place as a major community resource.

The Airport Element spells out the needs of the airport and the surrounding lands in order to ensure a viable airport well into the future.

Airports are vital in the modern world. Not only do airports provide passenger service and carry packages and mail, but in rural areas airports also play a critical role in emergency response for fires, air ambulance, and search and rescue. Operations through airports save lives and protect property. Airports are good for business and bring in revenues to a community.

Ukiah's quality small community landing field was built in 1942 for the military. The runway was reconstructed to a length of five thousand feet in 1955. There are instrument approaches which permit landings in poor weather. The Ukiah Municipal Airport has on the field a Flight Service Station administered by the Federal Aviation Administration which reports current and forecasted weather, accepts flight plans, and assists in emergency search and rescue operations, all functions vital to the flying public.

The current adopted Airport Master Plan was adopted in the early 1970s. The City is in the final steps of adopting a new Plan for the airport. Recent State legislation requires each county have an Airport Land Use Commission in order to provide for appropriate land use around all public use airports in California. Mendocino County established an Airport Land Use Commission in 1993.

### 1.02 *Summary of major findings*

#### 1.02.01 *Operations*

**T**here are a number of crucial operations at the airport including the California Department of Forestry for fire protection and aerial support; the Mendocino County Sheriff and other law

enforcement agencies base their air equipment at the facility; air ambulance services use the field routinely; and there is also substantial commercial activity from cargo carriers including Federal Express and United Parcel Service.

#### **1.02.01(A) *Fire Protection operations***

The effectiveness of aircraft for fire fighting is well understood. Reinforcement of this belief was demonstrated in 1987 in the Mendenhall fires in Mendocino County and in October 1991 in the Oakland hills. Without tankers and spotters, the devastation and cost in both fires would have been far worse. The California Department of Forestry and Fire Protection maintains an air attack base in Ukiah. Two air tankers and a spotter plane are stationed at the Ukiah airport during the summer and autumn months. They provide an immediate response in case of brush or structure fire in the area. On average, CDF fights over 200 fires each year from this base. CDF also provides some \$90,000 in annual revenues to the City due to its presence. The Department contracts with a private pilot to function as a cooperative spotter making flights from the Ukiah Airport over surrounding areas to watch for fires. Positive sightings are relayed back to CDF for fire fighting action.

#### **1.02.01(B) *Emergency Services***

Medical flights are routinely conducted to and from Ukiah by fixed wing aircraft and by helicopter. The helicopters generally travel directly to the hospital but often take on fuel at the airport. There are about 75 such flights each year. Additionally, airplanes routinely deliver medical supplies, blood and plasma for use in hospitals.

The Mendocino County Sheriff's Air Squadron has responsibility for nearly four thousand square miles of territory. The squadron serves the public by searching for downed aircraft, lost hikers, and victims of accident or crime. At least two training missions and about six actual search and rescue operations are conducted each year from the airport, using ten aircraft.

#### **1.02.01(C) *Law enforcement and public service***

Air patrols search for marijuana gardens and are used for highway traffic surveillance. Pacific Gas & Electric Company's patrol plane, which checks for gas leaks, routinely uses the airport. The FAA Flight Service Station briefs pilots, takes weather observations, accepts flight plans, and participates in search operations for lost or missing aircraft. The California Air Resources Board contracts with local pilots to perform air quality monitoring flights during burn seasons.

#### **1.02.01(D) *Commercial Operations***

Commercial activity important to the entire community occurs at the airport. United Parcel Service flies in three times each business day to deliver and take out packages. Federal Express has two flights each day as does Ameriflight, another air package service. In addition to packages and important papers, bank checks, property title reports, films for processing, blood, and government documents are all flown in and out of the Ukiah airport. As a whole, commercial companies have more than 1,800 flights each year of service into or from the Ukiah airport. While actual corporate revenues are not made public, it is estimated that over half a million dollars is generated by these three businesses.<sup>1</sup> Federal Express Corporation is totally dependent on the airport since all of its three thousand packages per week come in

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<sup>1</sup>Ukiah Airport Manager Don Bua and Growth Management Steering Committee member/Airport Citizen Advisory Committee liaison Rudy Light, 1991.

and go out by air. The local office employs sixteen people, and without the airport, these jobs would not exist.

Other corporate activity is also dependent upon the airport. Louisiana Pacific flies its jet in several times weekly and Retech Corporation hangs a twin engine airplane. Revenues to these companies are increased by their efficient use of airplanes. Pacific Gas and Electric Company, Pacific Bell Telephone Company, and Georgia Pacific Corporation all fly their airplanes to Ukiah regularly. There are four charter services to carry passengers around. There is one aerial spray operation, critical to agricultural industries, including the pear and grape growers.

The Santa Rosa Airporter bus service uses the airport as a pickup and drop off point for its four times daily service to San Francisco International Airport. Hertz and Thrifty rental car companies maintain franchised offices at the airport. Both operations bring in direct sales tax and license revenues to the City.

A less tangible but no less important benefit is the role the airport plays in attracting business to locate here. The airport gives the Ukiah valley a competitive edge over many cities. It is also the key to the development of the Airport Industrial Park located adjacent to the airport. As it develops with industry, the tax base is increased and jobs are created. The airport is important to many businesses and is a factor in their locating where they do.

#### **1.02.01(E) Pilots and Planes**

The needs of the business and recreational pilots are met. About one hundred planes are based here, and the hangar fees alone bring in \$107,000 to the city each year. Flight instruction is given by five operators.

#### **1.02.02 Community Role of Airport**

##### **1.02.02(A) Fiscal Impact of the Airport**

There are 48 jobs currently on the airport property with a payroll approaching \$700,000. In addition to these, there are about one hundred jobs generated indirectly by the airport's presence. The airport has the potential of attracting business, especially with the offering of a nearby industrial park.

The budget for the airport is over four hundred thousand dollars. Revenues are generated from fuel sales (\$250,000), hangar rents (\$107,000), the Federal Aviation Administration (\$14,000), ground rent to businesses (\$19,000) and smaller amounts from other sources.<sup>2</sup> Airport revenues can increase in the future by providing more hangars. Land is currently rented to a nursery and to a construction firm and there is still some space available in the airport for further rentals and increased revenues.

##### **1.02.02(B) Recreation and community activities**

Each year the three area Lions Clubs sponsor the Ukiah Air Show. In 1991 over eight thousand people attended and more than twenty thousand dollars was raised for charitable purposes. This event is by far the most popular and well-attended single event of the year in this community. The Air Show draws people from throughout northern California, including Humboldt, Lake and Sonoma Counties.

<sup>2</sup>City of Ukiah budget, Fiscal Year 1992, Account 600.

### 1.02.02(C) Safety

Safety is an issue at airports because a crash event can be catastrophic. Over the last decade there have only been four accidents in the vicinity, and none with serious property damage or loss of life to people on the ground. Three did result in pilot deaths. There has never been a mid-air collision in Ukiah.

Aviation accidents do occur. One national study demonstrated that fifty percent of accidents occur on the airport property or below the traffic pattern. The occurrences took place on the inbound or outbound tracks within forty-five degrees off the centerline of the runway. Nearly two-thirds of all accidents occur within one mile of the airport. Generally, accidents occur along the extended runway (the imaginary line along the center of the runway away from the airport) or below the traffic pattern itself. It is very rare to have an accident along side a runway. This is one reason why it is critical that the airport have a zone of safety extending from the ends of the runways and below the volume of space where the airplanes actually travel.

The FAA is continually updating its standards to ensure the safety of people and property on the ground as well as to provide safe approaches and departures for aircraft. At the Ukiah airport, twin engine planes fly in literally everyday, and jets come in about one hundred times each year. For each runway, there are two areas to be considered off both ends of the runway. The first is an *Object Free Area* (OFA). This area is to have no structures on it (except those dedicated for the safe operation of aircraft). The second is a *Runway Protection Zone* (RPZ). The sizes of the OFA and the RPZ are determined by the size and speed of aircraft using the airport and by the presence or absence of instrument approaches.

The actual traffic patterns flown are to the east of the airport, except for instrument approaches which are generally conducted from the north, coming in aligned with Runway 15<sup>3</sup> and passing just east of State Street near Gobbi Street and onto the runway. Local ordinance requires a turn to the east shortly after takeoff (at an altitude of fifty feet and before the end of the pavement) to avoid either the downtown area with a northbound departure or a group of commercial and residential areas with a southbound departure. Typically, a plane departing Runway 33 to the north will climb aligned with the runway to an altitude of two hundred to four hundred feet and will turn to the east near Talmage Road while still climbing. Once beyond Highway 101, the pilot will be perhaps six to eight hundred feet above the ground and will turn to the desired course. A similar procedure is conducted southbound except there is a twenty degree turn to the left, which turns the aircraft easterly.

### 1.02.03 Airport opportunities

#### 1.02.03(A) Long term issues and opportunities

##### **Explanation V.1-V Accidents involving aircraft, 1982-1991**

In a nonfatal accident, an airplane lost power on takeoff, and the pilot found a safe landing site near the intersection of Highway 101 and Talmage Road. A fatal accident involved a pilot making an instrument approach in bad weather who flew into a hill three miles south of the city. The second fatal accident occurred when a pilot departed the airport in very poor weather, flew into the low clouds and apparently became disoriented and crashed near Calpella. Finally, an air tanker crashed into Red Mountain east of Talmage in Mill Creek Canyon carrying a full load of fuel and fire retardant.

<sup>3</sup>Airport runways are numbered with the degrees from north. Runway "15" means 150 degrees from north; Runway 33 means 330 degrees.

The Ukiah Airport is facing a challenge that is common across the United States. Survival of airports across the country is threatened by pressure from nearby development. Approximately twenty airports close down each year or are forced, usually unwillingly, to relocate (Refer to the examples in Explanation ?.-? on page ?). One reason for this pressure on airport facilities is that airport land can be of great development value. The facility grounds and adjoining areas are normally flat. There is invariably good transportation to and from the airport so people like to settle nearby.

There is a legitimate land use conflict among competing users, whether residential, commercial, industrial or aviation. As development occurs near an airport and the density of development increases, citizens become alarmed because of perceived safety issues and irritated due to noise. When the density of development reaches a certain point, inevitably the citizens call for curtailment of operations or outright closure of the airport.

There has been discussion in the community suggesting that the present airport close and a new one be built southeast of Ukiah. Relocation of the airport is not advisable due to economic and safety considerations. The cost of planning, engineering, preparing environmental documents, and permitting an airport in the 1990s is substantial. The physical plant would be extraordinarily expensive. About 200 acres of land would have to be purchased at an approximate cost of \$1 million. To construct a runway of suitable length and width and accessory taxiway all with the requisite strength would require at least fifteen to twenty million dollars.

When the City approved a master plan for the Airport Industrial Park, located east of the airport between Highway 101 and the railroad tracks, a conceptual extension of Airport Park Boulevard to Norgard Lane was shown. No engineering design or plans have ever been prepared for this extension. Should this be developed, the location of the road must be designed to ensure that it will not interfere with any state or federal regulations pertaining to airport operations. It is important to protect the full use of the proposed extension of the runway to the south.

The Ukiah airport needs the security of knowing that development around it and in its area of influence will be compatible with its operations and will not jeopardize its future. Once an airport is lost, there is no getting it back. It is far easier for a school, a residential subdivision, a commercial development or any other use involving dense public assembly, to find a new location than it is to move an airport.

The three major concerns of land use planning around an airport are as follows, summarized from the above findings: protection of the airspace to ensure safe flight operations; minimizing hazards on the ground in the event of a crash; and noise considerations (Division of Aeronautics, 1983). Given these factors, we see there is one all important feature, and that is density of development.

Density of use is the key to compatibility of land use near an airport. This overrides other factors such as noise generation from other sources, traffic congestion, degree of industrialization, safety and the like. Dense residential and commercial development are not suitable to be located close to an airport. Less dense development such as industrial and limited commercial will not only coexist with the airport, but each will enhance the other's function.

The State of California has published guidelines for acceptable densities in and around airports, the RPZ or Inner Safety Zone, and the Outer Safety Zone. For the Inner Safety Zone, no structures should be allowed, and a maximum allowed density at any time is 10 people per acre. In the Outer Safety Zone, there should be no more than 150 people in a building and no more than 25 people per acre. For land use not in structures, the maximum recommended limit is 50 people per acre.

In order to ensure the airport's long term community value, land use planning must be specific to the airport area. This planning may involve some restrictions to the use of the surrounding land for three reasons. Hodges and Schutt (1991) cite three, similar to those mentioned in the Airport Land Use Planning Handbook (Division of Aeronautics, 1983). The first is to avoid situations conducive to accidents, so there are height restrictions and required amounts of object free ground near the ends of runways. The second is for the protection of property and people on the ground, so control is put on the land use to limit density of people and buildings. The issues to be weighed are both the probability of an accident and the potential damage even if the probability of accident is very low. Finally, the land use is controlled so as to help the aircraft occupants survive a crash. Small airplanes have been successfully landed on an area as small as a football field.

#### **1.02.03(B)      *Dual Jurisdiction of Land Use***

An issue facing the Ukiah airport is the fact that it is owned by the City of Ukiah but is only partly surrounded by land under the city's jurisdiction. The land to the southwest, south and east (once past Airport Industrial Park and Highway 101) is all in the County. Regulations, ordinances and zoning differ to some extent so the land use in the airport's area of influence cannot be adequately planned for at this time without County cooperation. There is a need for common development standards between the City and County zoning codes in the airport area.

#### **1.02.03(C)      *Mendocino County Airport Land Use Commission***

California counties are required to appoint an Airport Land Use Commission (ALUC) to formulate a comprehensive plan for airports called an Airport Land Use Plan. The goal of this plan is to ensure that development in and around an airport is compatible with airport operations and that the public is protected from airport noise and crash hazards. The ALUC may include building height restrictions, allowable land uses, and determine building standards within the planning area of the airport.

The relationship between the Mendocino County Airport Land Use Commission and the City of Ukiah is established in State law. The Commission, although funded by the County, is an independent board consisting of seven members (two from cities, two from the County, two persons with aviation expertise, and one member of the general public). Within the parameters established in state law, the decisions of the Commission are final.

The Airport Land Use Plan is intended to provide guidance to the ALUC when it reviews land use plans and zoning regulations from cities and counties under its jurisdiction. The Commission has no authority over legally existing uses and no involvement with the operations of any airport. The Commission has review authority over new land uses within the airport area and the expansion of existing uses.

The City of Ukiah was awarded a grant from the Federal Aviation Administration in 1993 for the preparation of an Airport Land Use Plan. The Plan — completed by the City but not adopted as of the date of General Plan adoption — will be presented to the ALUC for its review. Until the land use plan is adopted, the ALUC has the authority to review projects within two miles of the airport — unless the Commission designates a differently sized area. The process for review, appeal, and recommendation are established in State law. While the ALUC has substantial review authority, there are procedures by which the City could modify or change a Commission action.

## 1.03 General Plan goals, policies, and implementing programs

**G**oal AE-1: Promote the Ukiah City Airport for the community's benefit both now and in the future.

*Policy AE-1.1:* Recognize that the airport's vitality and growth help achieve the General Plan Vision.

*Implementation Measure AE-1.1(a):* Ensure that the airport is a part of the City's promotional efforts for economic development. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City ♦ Agency/Department responsible: Airport Department]

**G**oal AE-2: Provide for long-term viability of the airport.

*Policy AE-2.1:* Define the long-term growth boundaries for the airport.

*Implementation Measure AE-2.1(a):* Prior to the conclusion of the short-term planning period, identify parcels that may be of benefit to the airport, and encourage annexation actions to add the airport-related identified territories to the City's municipal limits. [Timeframe for completion: Short-term planning period ♦ Measure applies to: City ♦ Agency/Department responsible: City Council]



**Figure V.1-P: Location of airport combining zones for the Airport Land Use Plan**

**G**oal AE-3: Establish uniform ordinances and regulations for land use in the airport's core and peripheral overlay zones.

*Policy AE-3.1:* Work with the County to develop a similar or duplicate implementing code for development in and around the airport.

*Implementation Measure AE-3.1(a):* The Ukiah City Council shall adopt — and the Mendocino County Board of Supervisors shall be encouraged to adopt — zoning

ordinances in conformance with the Airport Land Use Plan which provide for identical classifications and uses in the same zones in those areas around the airport in the Core and Peripheral Overlays as shown in Figure V.1-P on page 8. [Timeframe for completion: Following adoption of the Airport Land Use plan in the short-term planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: City Planning Department, County Planning and Building Department]

**Policy AE-3.2:** Promote acceptable land uses for both city and county zones in the core and peripheral zone areas.

*Implementation Measure AE-3.2(a):* Adopt an ordinance creating an *Airport Overlay Zone* consisting of the Core Overlay and Peripheral Overlay in conformance with the Airport Land Use Plan.<sup>4</sup> [Timeframe for completion: Following adoption of the Airport Land Use Plan in the short-term planning period ♦ Measure applies to: City ♦ Agency/Department responsible: Planning Department]

**G**oal AE-4: Promote a “good neighbor policy” by the airport and its users.

**Policy AE-4.1:** Develop a Noise Control program

*Implementation Measure AE-4.1(a):* The City Airport Manager, with the assistance of the Airport Commission and interested members of the aviation community, shall develop a noise control plan. [Timeframe for completion: Short-term planning period ♦ Measure applies to: City ♦ Agency/Department responsible: Airport Department]

*Implementation Measure AE-4.1(b):* During the short-term planning period, a written plan for reducing noise impacts shall be prepared and presented for adoption. [Timeframe for completion: Short-term planning period ♦ Measure applies to: City ♦ Agency/Department responsible: Airport Department]

**Policy AE-4.2:** Identify common noise levels in and around the airport to identify “airport-specific” noise.

*Implementation Measure AE-4.2(a):* The City of Ukiah shall identify common noise levels around Ukiah, both near the airport and away from it, to determine the impact of the noise associated with aircraft operations on the community.

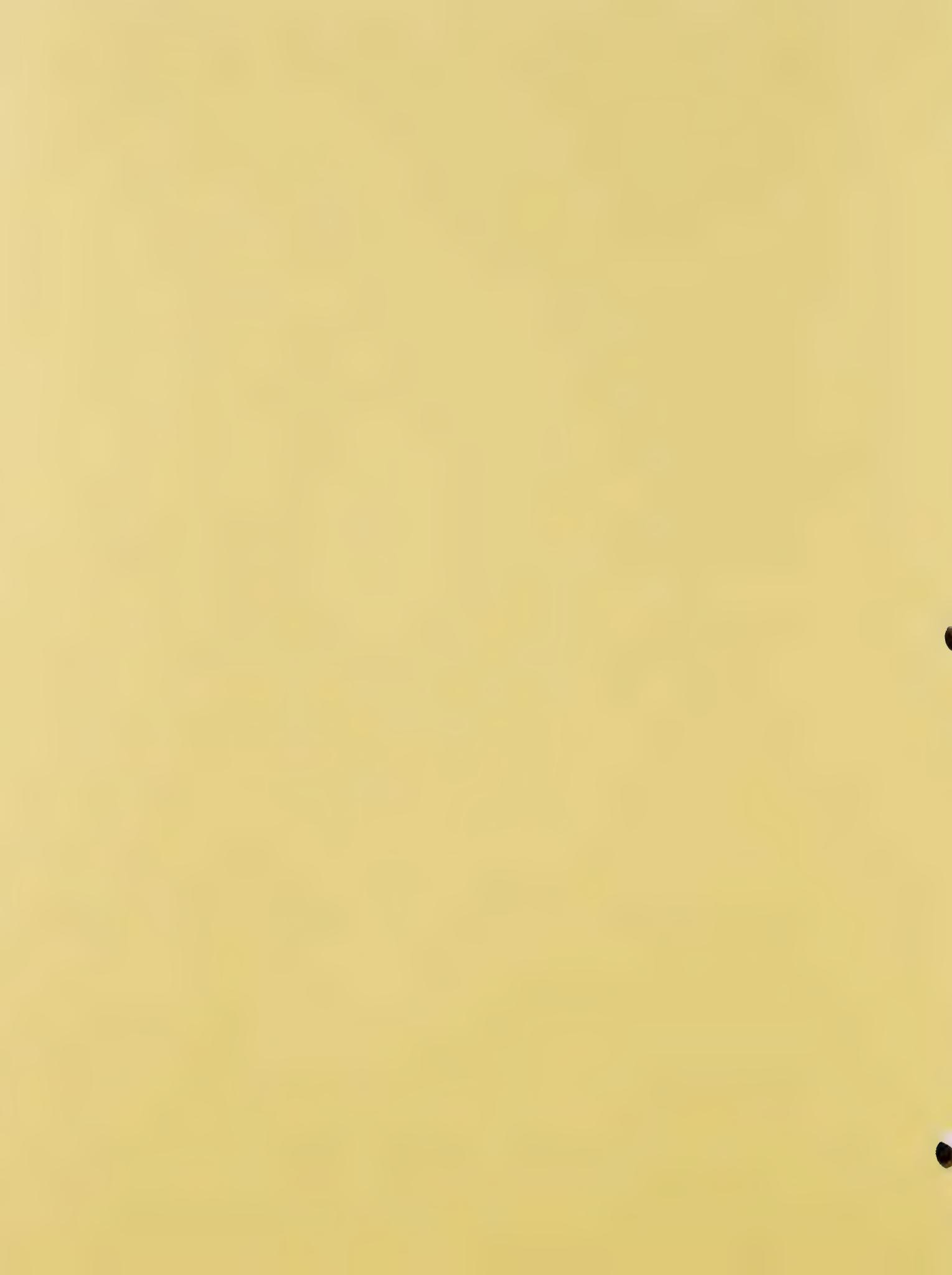
*Implementation Measure AE-4.2(b):* Ensure that regulations or noise reduction programs do not interfere with or reduce the effectiveness of the aerial tankers and other fire-fighting aircraft using the Ukiah Airport.



<sup>4</sup>Core zones would restrict the types and densities of land uses within this overlay zone. The uses and restrictions would be enumerated in the land development code.







## 2 PARKS AND RECREATION

### 2.01 Existing parks and recreation facilities

#### 2.01.01 Summary of major findings

**A** WIDE RANGE of parks and recreational facilities and services exists in the Ukiah Planning Area. Federal recreation areas, County parks, City parks and other facilities such as the Russian River, Mendocino College, and Fairgrounds provide recreational opportunities for residents and visitors. A bicycle route system also exists in parts of the area which connects to most of these recreational facilities.

Parks are divided into two basic categories: *passive* and *active*. Passive parks are those that are designed for generally "subdued" activities, such as walking, reading, and family picnics. Active parks are designed for activities involving groups at play, facilities such as pools, athletic events, or playing field activities.

The City has provisions for the dedication of park land or payment of fees in lieu of dedication for new developments.

The County has no such requirement for park land dedication or fees. Thus, recent housing occurring in the unincorporated portions of the Planning Area may lack community and neighborhood parks designed to serve the new residents. Continued growth in these unincorporated areas, without park requirements, will place even greater demands upon those park and recreational facilities and activities offered by the City of Ukiah.

**Table V.2-12: Park facilities and acreage**

Facility	Planning Area Acres	City Acres
<b>FEDERAL RECREATION AREAS</b>		
Lake Mendocino	5110	
Cow Mountain	600	
<b>COUNTY RECREATION AREAS</b>		
Mill Creek	60	
Low Gap <sup>‡</sup>	80	
<b>MENDOCINO COL- LEGE</b>	<b>125</b>	
<b>FAIRGROUNDS</b>		10
<b>CITY PARKS</b>		
Todd Grove		16
Anton Stadium		12
Carpenter Park <sup>†</sup>		4
Civic Center		7
Softball Complex		11
Riverside Park		39
Golf Course		87
McGarvey Park		1
Oak Manor Park		5
Nokomis School		1
Vinewood		5
<b>TOTAL</b>	<b>6,015</b>	<b>188</b>

<sup>†</sup>Includes the area for the Sun House and Grace Hudson Museum  
<sup>‡</sup>Low Gap County Park is located within the Ukiah City Limits.

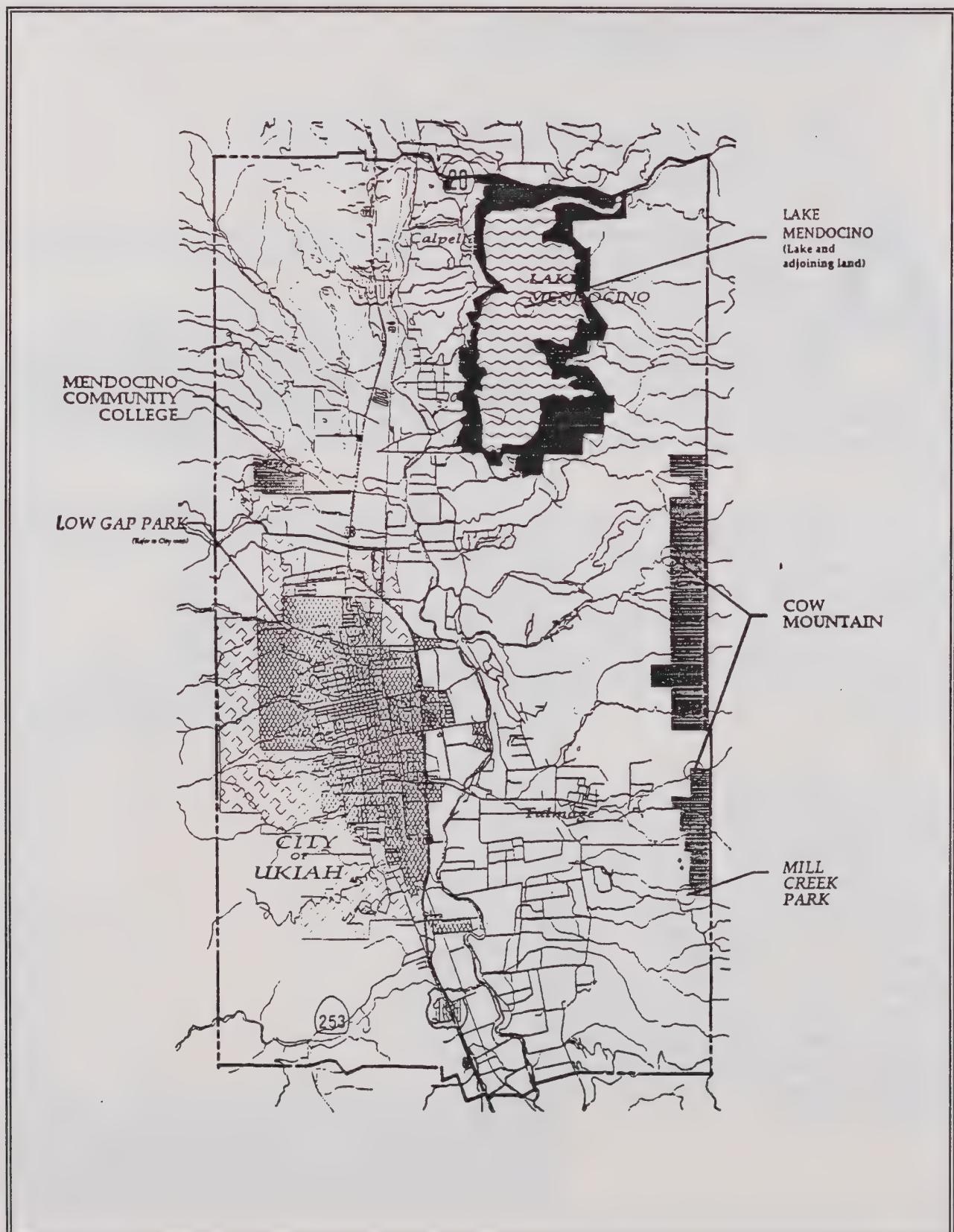


Figure V.2-Q: County and Federal park and recreation lands

### 2.01.01(A) **Federal Recreation Areas**

There are two Federal recreation areas within the Planning Area: Lake Mendocino and Cow Mountain. A Federal Recreation Area is a *regional park*. They are intended to attract people who live in the Ukiah Valley, as well as people from throughout the region who travel to the area for day or overnight use, including the San Francisco-Oakland metropolitan area and the North Bay counties.

Lake Mendocino occupies 5,110 acres of land in the northeastern portion of the Planning Area and offers a multi-purpose reservoir, day-use, and overnight campground facilities operated by the U.S. Army Corps of Engineers. The lake's normal surface area covers 1,690 acres.

Some of the Cow Mountain Recreation Area borders the eastern boundary of the Planning Area. Approximately six hundred acres of the total 60,000-acre recreation area lie within the Planning Area. Mill Creek Road provides access from Ukiah to the recreation area. The entire Federally-managed recreation area is located between Ukiah and Lakeport in the Mayacamas Mountains. Cow Mountain offers "back country" recreation such as hiking and horseback trails, hunting, camping, and off highway vehicle (OHV) use. The recreation area is managed by the U.S. Department of Interior, Bureau of Land Management.

### 2.01.01(B) **County recreation areas**

There are two parks within the Planning Area managed by the County of Mendocino: Mill Creek and Low Gap. Mill Creek County Park is located on the eastern boundary of the Planning Area adjacent to Cow Mountain Recreation Area. It is accessible via Mill Creek Road. The recreation area occupies 400 acres of land, of which approximately 60 acres are within the Planning Area. Mill Creek Park has two reservoirs for swimming and fishing, hiking trails, picnic areas, and an equestrian trail.

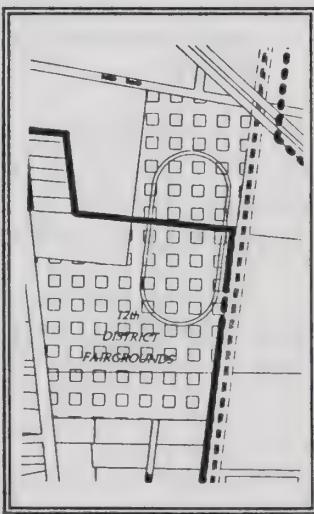
The second County park within the Planning Area is Low Gap Regional Park. This park is located on Low Gap Road west of the County Governmental Complex. The park occupies eighty acres of land, all of which lie within the city limits of Ukiah. Facilities at the park include softball fields, horseshoe pits, a volley ball court, archery ranges, tennis courts, playground equipment, a disc golf course, a parcour, and an amphitheater.

### 2.01.01(C) **Mendocino Community College**

Mendocino College is located within the northwestern portion of the Planning Area. The College has a variety of recreational facilities, some of which are available for public use. Public facilities include an all-weather track, six tennis courts, and two outdoor volleyball courts — one sand and one grass. The College also has a gym which is used by organized basketball leagues.

### 2.01.01(D) **Twelfth District Fairgrounds**

The County Fairgrounds are located on the northern edge of the city limits of Ukiah. The Fairgrounds occupy approximately fifty acres of land. Part of the Fairgrounds is within the City limits and the remainder is within the unincorporated County. Recreational facilities at the Fairgrounds include a golf driving range, horseshoe pits, car race track, and arena. The many buildings at the Fairgrounds also provide space for educational and social events. The horseshoe pits are operated by the local Horseshoe Club.



**Figure V.2-R: 12<sup>th</sup> District Fairgrounds**

## 2.01.01(E) *The Russian River*

The Russian River traverses the Planning Area from north to south. The river provides various recreational opportunities such as swimming, fishing, inner tubing, and picnicking. There are four public access points to the river near the City of Ukiah: The City's Softball Complex in the northeast portion of the City, the Vichy Springs/Perkins Road crossing, at the end of Gobbi Street in Riverside Park, and the Talmage Road crossing. These access points, except for the softball complex, lack improved facilities such as paved parking or restroom facilities.



**Figure V.2-S: Russian River access points and river-area parks**

## 2.01.01(F) *City of Ukiah parks and recreation.*

The City of Ukiah provides a variety of parks and recreational facilities and programs to its residents and visitors. There are neighborhood parks, a museum, the Civic Center, athletic fields, and community parks.

*Neighborhood parks* are intended to serve the basic play and recreation needs of people living within a City neighborhood. *McGarvey Park* is located just north of the Civic Center. It is a passive park of a little less than one acre. *Oak Manor Park* serves the Oak Manor neighborhood, which is the only neighborhood park within the city limits located east of Highway 101. The park site is 4.76 acres and offers playground equipment, picnic areas and two tennis courts. *Nokomis School Park* is adjacent to the Nokomis School in southwestern Ukiah. It is approximately 1.3 acres in size and has two tennis courts. *Vinewood Park* is located in northern Ukiah and has 4.7 acres with playground equipment, basketball hoops, picnic areas and restrooms.

*Community parks* are major facilities designed to meet active recreation needs for residents of the City as a whole. *Todd Grove* is located in the northwestern portion of Ukiah. It is 16.17 acres in size and offers two swimming pools, group and individual picnic areas, a playground, and restrooms. Todd Grove has the only public swimming pools in Ukiah.

*Riverside Park* has only seven developed acres within its forty acres of total land area. Its proposed future uses are discussed later in the Element. There is a BMX (bicycle "moto-cross") track and three Little League fields.

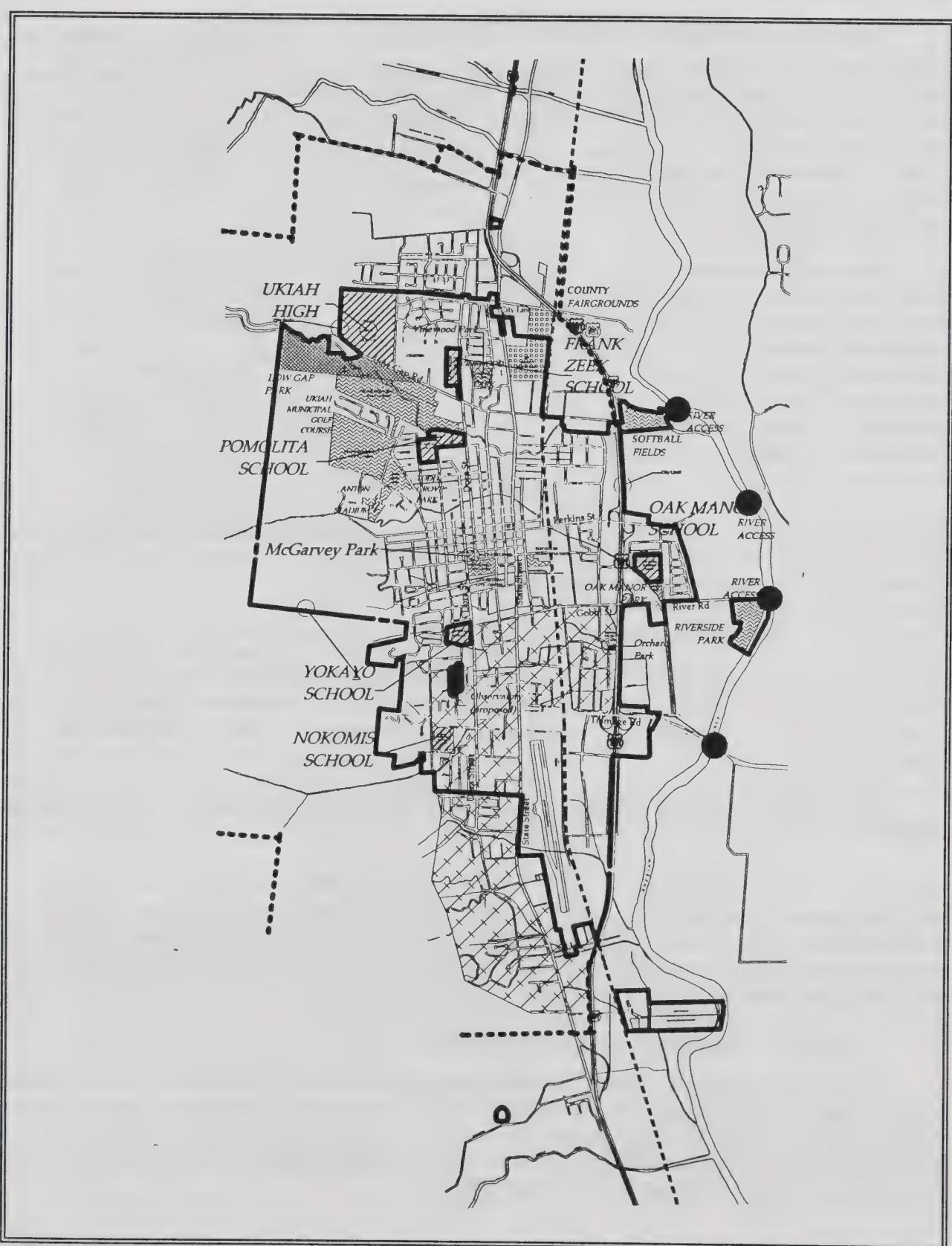


Figure V.2-T: City of Ukiah's Neighborhood Parks

*Anton Stadium* is a community park located just southwest of Todd Grove Park on approximately twelve acres. It is comprised of three facilities: Giorno Park, a passive park; The Lion's Club Little League ball field; and a minor league-style baseball stadium with concession stand, and a girl's softball facility.

Three facilities located on Main Street in central Ukiah include: *Carpenter Park*, a passive park; Grace Hudson Museum; and a house museum known as the "Sun House," a registered State Historic Landmark. Combined, these facilities cover 3.89 acres.

The *Ukiah Civic Center* is located downtown on Seminary Avenue two blocks west of State Street. The 7.44-acre Civic Center houses the City governmental offices and provides land for passive recreation activities.

The City's *Softball Complex* is located in the northeastern portion of Ukiah adjacent to the Russian River. It occupies an eleven-acre site leased to the Ukiah Men's Softball Association. The facility has two lighted softball fields and includes restrooms and a concession stand. A third softball field has been planned since 1983.

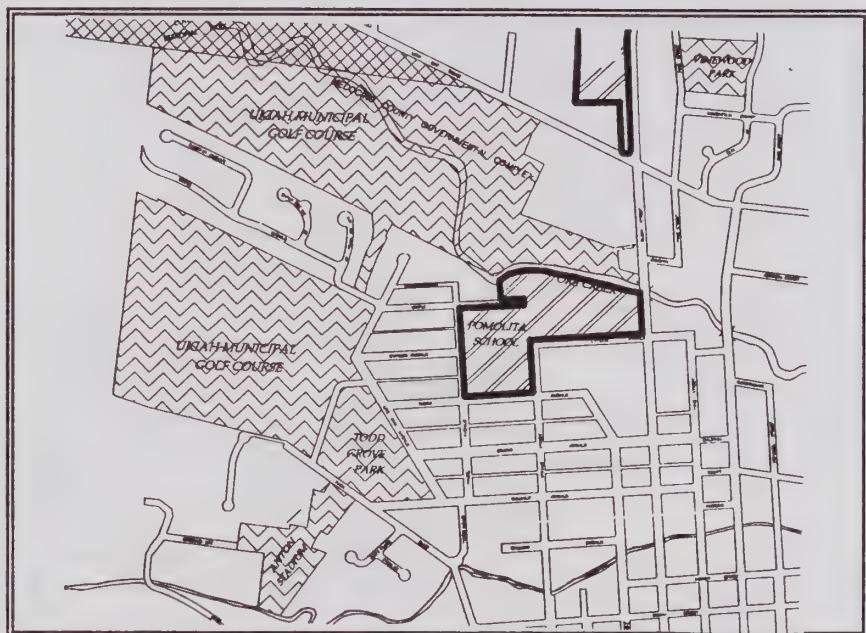
*Ukiah Municipal Golf Course* is located in the northwestern portion of the City. The course comprises 87.11 acres with an eighteen hole course.

#### **2.01.01(G) School sites as play areas**

The various school sites within the City also serve as park and recreational facilities for residents. The schools have playgrounds and playfields. Some of the recreational programs offered by the City are conducted within the school buildings. In the future, with the conversion of many area schools to year-round facilities, schools may affect the availability for recreation use.

#### **2.01.01(H) Bicycle routes**

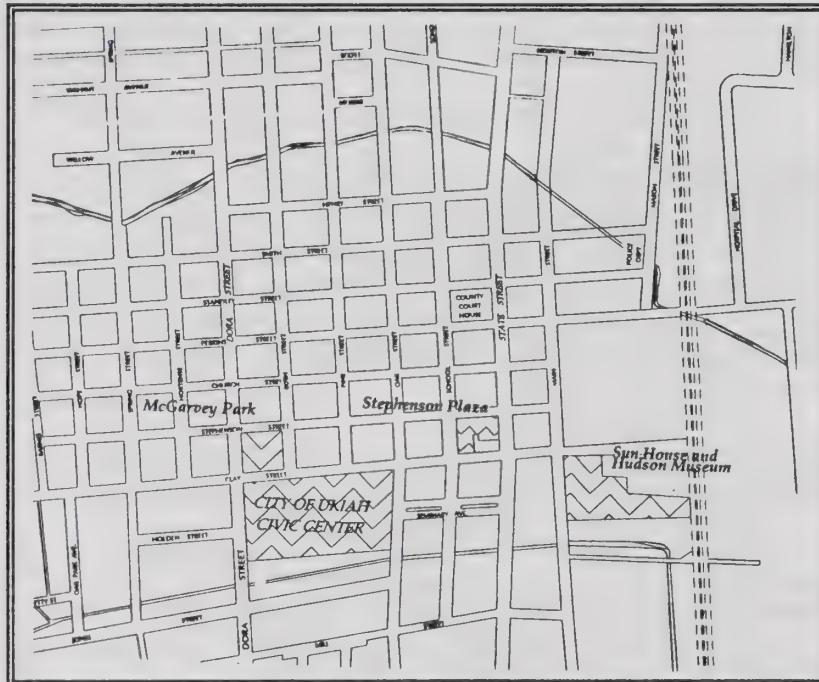
A system of bike routes is a part of the *1992 Update to the Regional Transportation Plan* as adopted by the Mendocino County Council of Governments (MCOG). Some marked bike lanes consist of painted stripes adjoining or within the paved sections of the roadway. Other routes do not have improvements or identification. The bike route system connects most park and school facilities. Bicycle routes and needed programs are discussed in the last section of this Element.



**Figure V.2-U: City park and recreation facilities in the Todd Grove/Golf course area**

### 2.01.01(I) City recreation activities and demand

The City of Ukiah offers the citizens of the Valley many recreational programs. Recreation classes and athletic programs are offered all year long. As the number of programs and participants increases, the demands on existing facilities increase and in some cases exceed existing capacity.



**Figure V.2-V: Downtown area park and recreation sites**

limited to a half court.

The practice space and times limited involvement and instruction to covering only basic skills. Games could not be scheduled in some school facilities because the basketball courts were too small for safe, competitive games. In the schools where games were played, schedules started at seven on Saturday morning and did not conclude until after eight o'clock in the evening.

The City-sponsored Men's Basketball League involved 230 men on twenty-five teams. Play was limited to the Pomolita Middle School facility and the gym at Mendocino Community College. There are also five high school basketball teams, four Pomolita Middle School teams (proposed to increase to six to accommodate school demand), and four teams at Redwood Valley Middle School (which although outside the Planning Area, provide facilities for area residents) and five Catholic Youth Organization (CYO) teams. These teams have priority at the gyms at their schools for practice and competitive games. Basketball involvement at all levels in 1992-93 resulted in a need for facilities for just under 1,100 players.

#### • Basketball

The 1992-93 basketball season experienced severe facility shortages. The youth program expanded by approximately sixty percent over prior years to include more than six hundred children and young adults. Nearly 60 youths were turned away during the 1992-93 season as there was no possible way to find more practice or game times. Teams represented elementary, junior high, and high school students with ten to thirteen players per team. Utilizing Frank Zeek, Oak Manor, Nokomis, Yokayo, Redwood Valley Middle School, Hopland, Pomolita Middle School and Ukiah High School for practice, each team had one 45-minute practice session per week

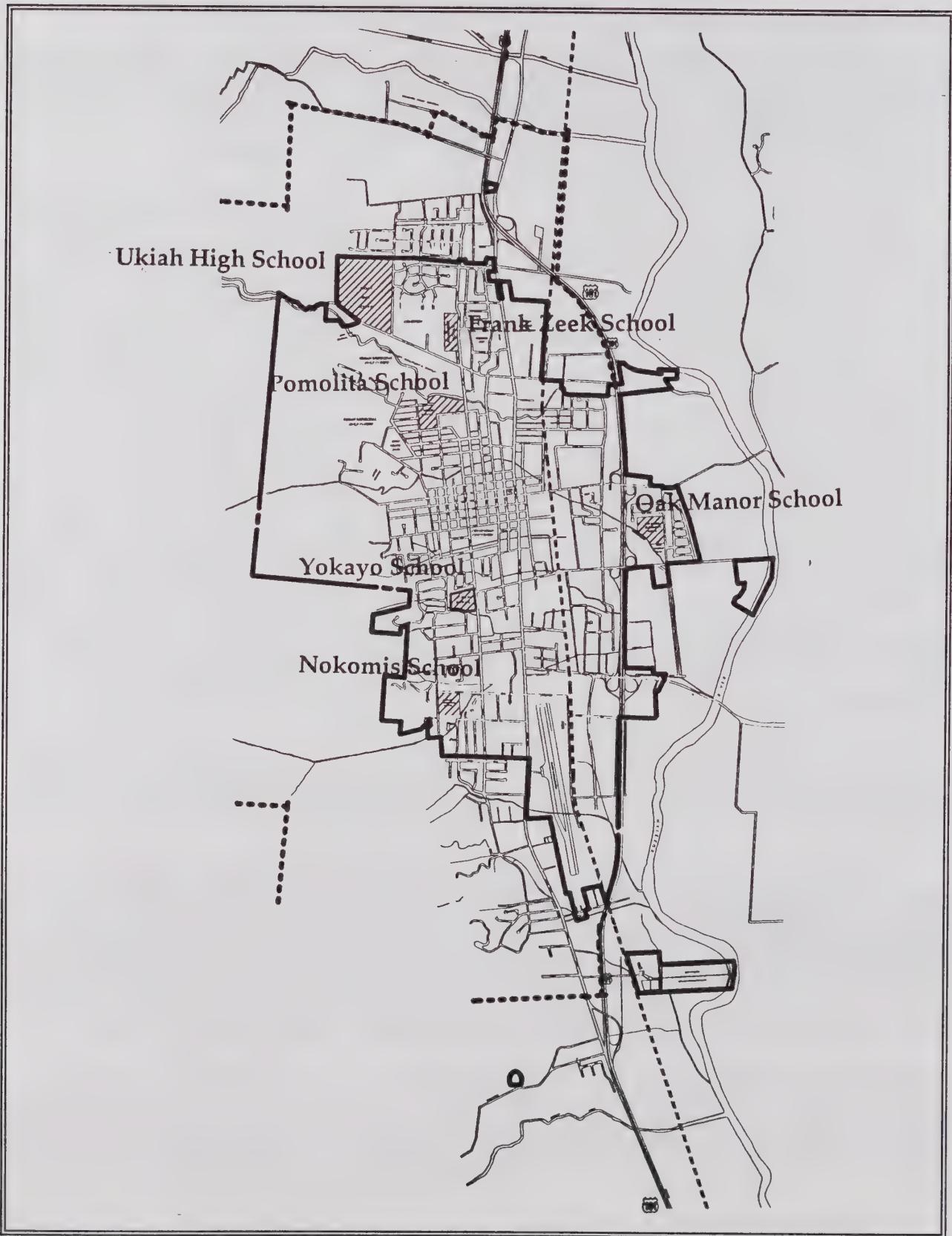


Figure V.2-W: Ukiah School Sites

- ♦♦ Volleyball

The City sponsors a co-education Volleyball league which involves more than two hundred players on over twenty teams during the 1992-93 season. League facilities are limited to the Yokayo School. All other schools with gyms have facilities too small for adult volleyball. Although there is an adequately-sized facility at Pomolita Middle School, it is in use during the season by the school's volleyball and basketball teams. Lack of courts is limiting the potential for expanding the league.

- ♦♦ Church and private indoor facilities

Although some of the church groups in the area also have basketball facilities, they are generally not available for City-organized activities. Private and quasi-public organizations are generally unwilling to commit facilities to public recreation activities because of the inability for flexibility in scheduling once the season's games are underway. Occasional use for practice or single-event activities may be informally scheduled at such a facility by a church member who is also a coach or participant in a City-sponsored activity. However, regular dependence on these facilities is not a likely solution to the problem of finding indoor activity sites.

Although the 12th District County Fairgrounds offers large facilities and meeting rooms, its rental cost has generally been prohibitive for most community-oriented activities.

- ♦♦ Recreation classes

The City's Community Services Department offers a wide range of recreational classes as well as organized sports. These programs include aerobics, dance, arts and crafts, home skills, yoga, music, poetry, tennis, golf, and basketball, in addition to other activities. While the City would like to offer more classes the lack of suitable facilities limits them. Ukiah High School has been the primary location for classes. Budget cuts in custodial and other services has reduced the number of classrooms that are available for community use. The need for a new indoor recreation facility is discussed later in the Element.

## **2.02 Valley-wide park and recreation issues**

### **2.02.01 Summary of major findings**

Residents of the Ukiah Valley — encompassing the entire Planning Area, and populated areas outside of the Planning Area in Redwood and Potter Valleys — all utilize recreation facilities within the City of Ukiah. Over the life of the General Plan, the population of the Valley *outside* the City limits will likely be greater than the population within the City limits. To share the limited financial and staff resources and meet increasing demand for park and recreation facilities, the City and County need to examine the potential of shepherding the creation of a park and recreation district. The district formation could be an independent district with its own Board of Directors, a dependent district with the Board of Supervisors and City Council sharing management duties through a joint powers agreement, or a special district, such as a County Service Area or Municipal Improvement District. Formation of the District requires approval by the Local Agency Formation Commission and a simple majority of those voting. Most funding mechanisms would require a two-thirds voter approval.

The major aspect of any continued regional services in parks and recreation is the amount of discretionary funds that the City and County are able to allocate from General Fund budgets. In many communities, it is only when the voters provide for special funding sources that parks and recreation facilities can keep pace with population growth and service demands.

### 2.02.02 General Plan goals, policies, and implementing programs

**G**oal PR-1: Work to form an entity to provide City and County park and recreation services.

*Policy PR-1.1:* Join forces with the County to investigate the feasibility of creating a City-County public entity for parks and recreation.

***Explanation V.2-VI: The "Quimby Act" and "in-lieu" fees***

California law allows cities and counties to require subdividers to develop or pay for the capital development of park lands. This law is called the "Quimby Act." Usually in rural communities, the project sizes are too small to provide meaningful recreation areas. The law allows local governments to collect the equivalent capital cost *in-lieu* of building a park onsite. This money is used to build a nearby park.

*Implementation Measure PR-1.1(a):* During the short-term planning period, either (1) allocate funding or (2) ask LAFCo to initiate a study for the formation of a public entity that will serve the Planning Area and to-be-defined population areas with parks and recreation services. [Timeframe for completion: Short-term planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: City Parks and Recreation, County Administration]

### 2.03 Park security and maintenance

#### 2.03.01 Summary of major findings

**T**here is a need to ensure maintenance and security of all parks and recreational facilities. The City of Ukiah has a responsibility to its residents to ensure that all parks and recreation facilities are kept safe, in proper repair and under proper security at all times. Property owners adjacent to parks and recreational facilities have the right to expect the City to ensure the safety of their property and improvements from those who use the Ukiah City facilities. The costs of park security and maintenance need to be shared between agencies or the work tends to be deferred.

### 2.03.02 General Plan goals, policies and implementing programs

**G**oal PR-2: Establish a comprehensive maintenance and security program for all recreational facilities, parkland, and trails in the Ukiah area.

*Policy PR-2.1:* Establish a program to share maintenance costs in community parks with the County of Mendocino.

*Implementation Measure PR-2.1(a):* The City shall enter into an agreement as appropriate to share maintenance and security with the County of Mendocino. [Timeframe for completion: Short-term planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: City Community Services and Public Safety, County Administration and Sheriff]

*Policy PR-2.2:* Promote the formulation of a City-County agreement for park operations and maintenance.

*Implementation Measure PR-2.2(a):* The City and County shall work together to develop, maintain, and secure all park and recreation facilities, both inside and outside the City limits of Ukiah. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: City Community Services and Public Safety, County Administration and Sheriff]

*Policy PR-2.3:* Ensure that all of the facilities and parks are kept in proper repair to lessen the liability and increase their use and enjoyment by residents.

*Implementation Measure PR-2.3(a):* The City shall ensure that the annual budget includes funds for proper ongoing and preventive maintenance. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City ♦ Agency/Department responsible: Community Services]

*Policy PR-2.4:* Ensure that all of the Planning Area recreation facilities and parks are patrolled and secure from crime and misuse.

*Implementation Measure PR-2.4(a):* Establish a program to maintain and secure public park and recreation properties. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City ♦ Agency/Department responsible: Community Services]

*Implementation Measure PR-2.4(b):* The park and recreation security program shall include protection of adjoining property owners from activities and actions that take place at park and recreation facilities. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City ♦ Agency/Department responsible: Community Services]

*Implementation Measure PR-2.4(c):* During the short-term planning period, provide for a joint-powers agreement for the police department or a properly deputized private security firm to patrol area parks and recreation facilities. [Timeframe for completion: Short-term planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: City Community Services, County Administration or Sheriff]

## **2.04 South of Washington Street**

### **2.04.01 Summary of major findings**

**F**amilies living south of Washington Street need and deserve the same availability to neighborhood park and recreational facilities as residents living elsewhere in the Planning Area. There are few developed parks or recreation facilities south of Washington Street in the City or urbanized unincorporated area south of Washington Street. As more schools go to a year-round schedule, playgrounds can no longer be realistically considered accessible "parkland" for children's play. As the number of homes with two working parents or a single parent increases, so does the number of children who need a place for sheltered and supervised recreation and play.

In addition, the number of multiple family residences in this area results in a large concentration of children in need of areas for safe play and recreation. Currently, the children residing south of Washington Street must walk or ride bicycles many blocks to reach parks and play areas.

In order to serve the needs of families and children in the South of Washington Street neighborhood (Figure V.2-X), a “needs assessment” must be prepared. This assessment is a systematic approach to examining which families will be using a proposed park, the land area available for development, existing and anticipated revenues, and other related factors. The assessment can be used to develop a park facility suited to the neighborhood. The types of facilities or activities that should be considered in the South of Washington Neighborhood include a sheltered play area with protection from the elements; playground equipment; grassy fields for running and playing active games; and basketball equipment. This list is by no means all-inclusive, but merely represents a small part of the broad spectrum of facilities that are not present in the neighborhood.

## 2.04.02 General Plan goals, policies, and implementing programs

## Goal PR-3:

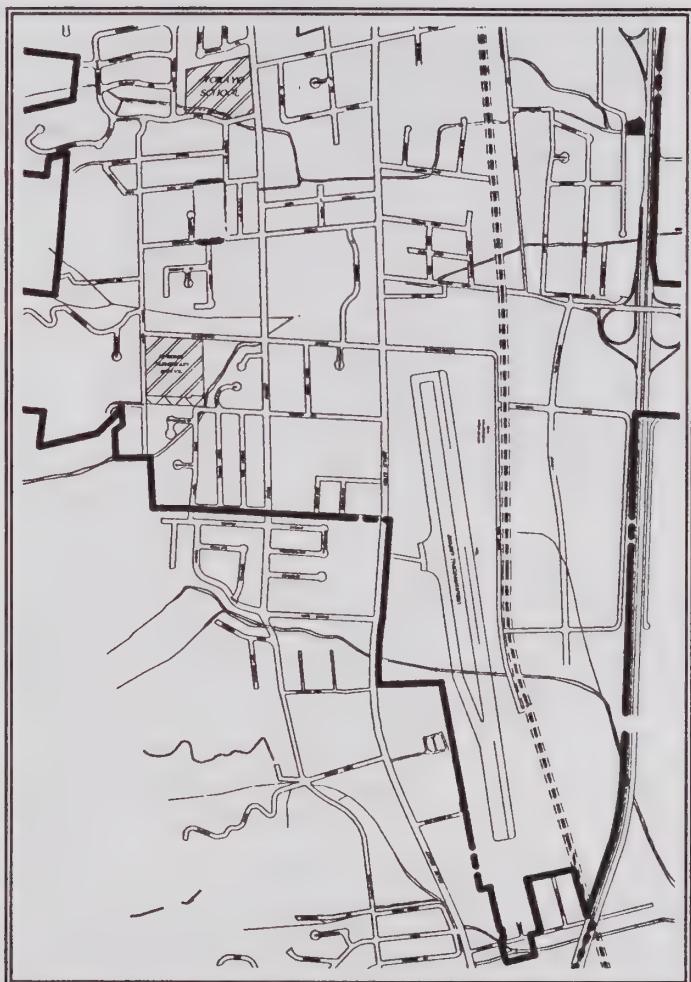
**Develop parks and recreation facilities in the area south of Washington Street.**

**Policy PR-3.1:** Establish new neighborhood parks and recreation facilities in the area south of Washington Street to serve the needs of residents.

*Implementation Measure PR-3.1(a): The parks south of Washington Street shall be designed to serve a wide variety of children's play and recreation opportunities, based on the size of the site and the results of a "needs assessment" prepared prior to finalizing park plans. [Timeline for completion: Ongoing planning period ♦ Measure applies to: City ♦ Agency/Department responsible: Community Services]*

*Implementation Measure PR-3.1(b): The City and County shall work together to identify suitable properties for acquisition for parks and recreation facilities south of the Washington Street area. [Timeline for completion: Short-term planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: City Community Services, County Administration]*

*Implementation Measure PR-3.1(c): The City and County shall seek sources of funding for the purchase of the selected park property. [Timeline for completion: Short-term planning*



**Figure V.2-X: "South of Washington" neighborhood as used in the General Plan**

period ♦ *Measure applies to:* City and County ♦ *Agency/Department responsible:* Community Services]

*Implementation Measure PR-3.1(d):* The City and County shall develop the lands south of Washington as parks within five years of acquisition. [Timeframe for completion: Short-term to intermediate-term planning period ♦ *Measure applies to:* City and County ♦ *Agency/Department responsible:* Community Services, County Administration]

*Policy PR-3.2:* Develop a City-County program to collect in-lieu fees to supplement capital facility budgets for the south of Washington street area neighborhood park and recreational facilities.

*Implementation Measure PR-3.2(a):* The City and County shall place in-lieu fees collected from new development in the South of Washington Street area into a park development trust fund. This fund is to be used expressly in conjunction with other capital funds for property acquisition and development of parks in the south of Washington Street area. [Timeframe for completion: Ongoing planning period ♦ *Measure applies to:* City and County ♦ *Agency/Department responsible:* City General Services and Planning Department, County Administration and Planning and Building Department]

## 2.05 Orr Creek-Wagonseller Neighborhood Park

### 2.05.01 Summary of major findings

The area north of the Orchard Plaza with residential development along Clara and Ford Streets is in need of a neighborhood park. Children are generally able to play in undeveloped fields in the area. With numerous townhomes and individual homes in the area, there needs to be an organized public park to serve the area without fear of losing the "perceived park" on undeveloped land to future development.

Developing a park in this neighborhood needs to follow the same system used in assessing park needs for the south of Washington park discussed earlier in the Element. Community involvement in the process will ensure the selection of an appropriate location. Park facilities may need to meet more than just the neighborhood's recreation needs, although it is not necessary to have a park designed to the full standards of regional or city-wide facilities.



### 2.05.02 General Plan goals, policies, and implementing programs

**G**oal PR-4: Develop parks and recreation facilities in the Orr Creek-Wagonseller neighborhood.

*Policy PR-4.1:* Establish new neighborhood parks and recreation facilities in the Orr Creek-Wagonseller neighborhood area to serve the needs of residents.

*Implementation Measure PR-4.1(a): The parks shall be designed to serve a wide variety of children's play and recreation opportunities, based on the size of the site and the results of a "needs assessment" prepared prior to finalizing park plans. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City ♦ Agency/Department responsible: Community Services]*

*Implementation Measure PR-4.1(b): The City of Ukiah shall work with area residents to identify suitable properties for acquisition for parks and recreation facilities for the Orr Creek-Wagonseller neighborhood. [Timeframe for completion: Short-term planning period ♦ Measure applies to: City ♦ Agency/Department responsible: Community Services]*

*Implementation Measure PR-4.1(c): The City shall identify methods to acquire the selected park property for the neighborhood. [Timeframe for completion: Short-term to intermediate-term planning period ♦ Measure applies to: City ♦ Agency/Department responsible: Community Services]*

*Implementation Measure PR-4.1(d): The City shall develop the lands in the Orr Creek-Wagonseller neighborhood as parks within the five years following acquisition. [Timeframe for completion: Short-term to intermediate-term planning period ♦ Measure applies to: City ♦ Agency/Department responsible: Community Services]*

*Policy PR-4.2: Develop a City program to collect in-lieu fees to supplement capital facility budgets for the Orr Creek-Wagonseller neighborhood park and recreational facilities.*

*Implementation Measure PR-4.2(a): The City shall place in-lieu fees collected from new development in the Orr Creek-Wagonseller area into a park development trust fund. This fund is to be used expressly in conjunction with other capital funds for property acquisition and development of parks in the neighborhood. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: City General Services and Planning Department]*

## **2.06 Orchard Park**

### **2.06.01 Summary of major findings**

**O**rchard Park is a new facility with construction started in 1995 on approximately three-quarters of an acre in the Marlene Subdivision between Gobbi Street and Talmage Road adjoining Highway 101. Orchard Park is a neighborhood park that will provide grassy areas for passive play and a picnic area. A creek — including points for limited creek access — adjoins the park to the south and provides an attractive natural feature.

### **2.06.02 General Plan goals, policies, and implementing programs**

#### **G**oal PR-5: Develop the Orchard Park site with appropriate facilities.

*Policy PR-5.1: Serve the Marlene Subdivision area with a neighborhood park.*

*Implementation Measure PR-5.1(a): Develop Orchard Park as a passive park with play and picnic areas. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City ♦ Agency/Department responsible: General Services]*

## 2.07 Riverside park

### 2.07.01 Summary of major findings

The City of Ukiah owns property located at the east end of Gobbi Street which is bordered by the Russian River on the east. This area is commonly called *Riverside Park*. This parcel's size, location, and freeway access make it ideal for development into a City Park/Sports Complex. Since Little League and BMX are already established on this property, any new development should continue these uses.

There is a need for two ball fields to accommodate Girls' and Women's Softball, and two ball fields for Pony and Colt Leagues. Additional or multi-use facilities for soccer and football fields should also be considered. Sand lot volleyball, horseshoe pits and outdoor basketball courts could be added. The only outdoor basketball hoops not located at local schools are the two at Vinewood Park.

Portions of the park are proposed to be developed into playground area, open space, river beach access, and trails. The remaining land should include sufficient open space to be used as a buffer for wildlife and agriculture uses on the west and southern boundaries. This will lessen the impact of urban encroachment into existing agriculture zones. A walking area along the river with areas to sit and watch the river, would be beneficial. The park may be considered an ideal location to build upon the natural beauty of the river environment.

The park is located in proximity to active agricultural lands. While this City-owned land area provides unique opportunities for public access to the Russian River and adequate space for active recreation and organized sporting activities, it also presents potential for conflicts with the agribusiness to the west and south. Riverside Park needs to be developed with a conscientious "good neighbor" policy. This means that its ultimate design and use must be sensitive to the ongoing and long-established agricultural businesses. The "right-to-farm" policy of the Open Space and Conservation element is applicable to City development as it is to private development. The design of the park must consider issues such as property damage, noise, and agricultural spraying. Serious consideration needs to be given to the concept that unless security is available, the park should not be expanded.

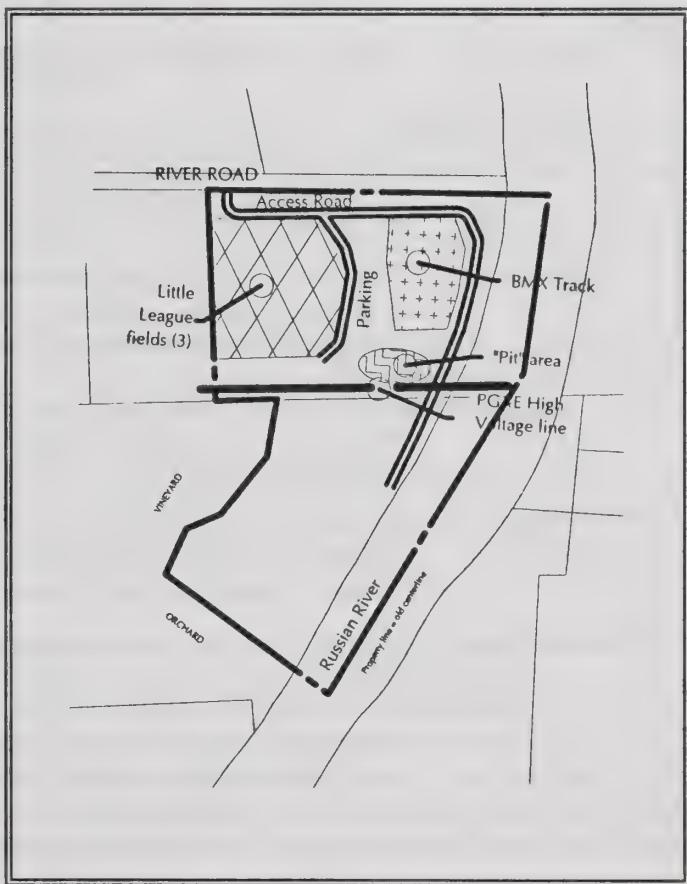


Figure V.2-Z: Riverside Park existing facilities

Access to the park is over Gobbi Street, which becomes River Road east of the Freeway. River Road narrows west of the park, with no shoulder, bicycle lanes, or pedestrian pathways. When the Riverside Park is expanded, appropriate improvements to the road should be made to accommodate vehicle, bicycle, and pedestrian traffic.

## 2.07.02 General Plan goals, policies, and implementing programs

### **G**oal PR-6: Develop Riverside Park into a City Park/Sports Complex.

*Policy PR-6.1:* Collect in-lieu fees for the development of Riverside Park.

*Implementation Measure PR-6.1(a):* Place designated in-lieu fees for Riverside Park into a Park Development Fund with funds used only for property acquisition and development. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City ♦ Agency/Department responsible: Community Services]

*Policy PR-6.2:* Develop Riverside Park as a community park with improved, active park areas, with consideration to adjoining land owners, existing facilities and leases, particularly those of an agricultural nature.

*Implementation Measure PR-6.2(a):* Prepare and adopt a Riverside Park master plan. [Timeframe for completion: short-term planning period ♦ Measure applies to: City ♦ Agency/Department responsible: Community Services]

*Implementation Measure PR-6.2(b):* Develop this park within the short- and intermediate-term planning period. [Timeframe for completion: Short- and intermediate-term planning period ♦ Measure applies to: City ♦ Agency/Department responsible: Community Services]

*Policy PR-6.3:* Provide protection for park users and owners of adjoining property.

*Implementation Measure PR-6.3(a):* A program of security and patrol shall be prepared and funded prior to the commencement of park expansion to assure adjacent ranchers and property owners that their lands and improvements will be safe from damage. [Timeframe for completion: Short-term or intermediate-term planning period ♦ Measure applies to: City ♦ Agency/Department responsible: Community Services and Public Safety]

*Implementation Measure PR-6.3(b):* Recruit a resident caretaker to be housed at the park to provide park security and general maintenance. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City ♦ Agency/Department responsible: Community Services]

*Implementation Measure PR-6.3(c):* The security program shall include necessary provisions to ensure that park activities do not interfere with the "right-to-farm." [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City ♦ Agency/Department responsible: Community Services]

*Implementation Measure PR-6.3(d):* Prior to the final approval of any design plans for the development of Riverside Park, the City and its Parks and Recreation Commission shall meet with area residents and landowners to develop site specific criteria to be implemented as a part of the security of the adjoining land from park users. These programs may include limitations on the areas of the park to be generally accessible, control over the hours of park operations, and special day or date restrictions as

may be necessary to accommodate adjoining agricultural uses. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City ♦ Agency/Department responsible: Community Services]

*Implementation Measure PR-6.3(e):* During planning processes for Riverside Park, the City shall perform a traffic and circulation analysis to appropriately design Gobbi Street for safe access by vehicles, pedestrians, and bicyclists. [Timeframe for completion: Short-term planning period ♦ Measure applies to: City ♦ Agency/Department responsible: Community Services and Public Works]

## 2.08 Community gardens

### 2.08.01 Summary of major findings

**C**ommunity gardens provide an uncommon recreational activity. A community garden allows groups of people to work together to grow herbs, fruits, and vegetables for home use. Further, it provides an opportunity for people whose residences do not have adequate land area to garden. As lot sizes continue to dwindle in cost cutting efforts to build homes for less money, setting aside common ground areas for gardens will become more and more important.

For a number of years, the City has allowed operation of a community garden at the “Observatory” property on Observatory Street. Space in the community garden is allocated on a lottery basis. Strict adherence to City gardening rules is also required.

In the Open Space and Conservation Element, the General Plan includes a program to allow the use of City-owned undeveloped parcels for community gardens. The opportunities to garden — for leisure, personal economics, education, and as a place to meet friends and neighbors — provide an active recreational benefit.

More than just allowing interim use of land for community gardens, the City should encourage a long-term commitment to community gardens as a part of the parks and recreation program.

Generally garden space should be made available on priority basis to those without personal yard space for a garden. The use of the garden should be open to all ages. If there is more interest in the garden than space available, the City should establish a lottery program to assign garden spaces every year. Although community gardens are “public uses” on public land, visits by non-participants should be limited to times when gardeners are present to protect their efforts.

### 2.08.02 General Plan goals, policies, and implementing programs

#### **G**oal PR-7: Encourage community gardens as a park program.

*Policy PR-7.1:* Allocate lands for community gardens and facilitate their development.

*Implementation Measure PR-7.1(a):* The Community Services Department shall identify City-owned or other public lands suitable for community gardens. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City ♦ Agency/Department responsible: Community Services]

*Implementation Measure PR-7.1(b):* Formalize a program for assigning residents to garden plots and creating operation and use rules for community gardens. [Timeframe for

*completion: Ongoing planning period ♦ Measure applies to: City ♦ Agency/Department responsible: Community Services]*

*Implementation Measure PR-7.1(c): Promote the availability of neighborhood garden sites and establish an ongoing program of support. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City ♦ Agency/Department responsible: Community Services]*

*Implementation Measure PR-7.1(d): Continue to allow public use of the existing community garden at the Observatory site as long as compatible with other uses. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City ♦ Agency/Department responsible: Community Services]*

## **2.09 Community recreation facilities and activities**

### **2.09.01 Summary of major findings**

**A**s described in the opening section of this element, there is a lack of indoor recreational facilities and meeting rooms within the City of Ukiah. A Recreation Center could improve the City's recreation programs by making available another facility in which activities could be scheduled. A new recreation center could be a site for a City-run "day camp" throughout the year to accommodate students that are "off track" at year-round schools. This is a current need the City is aware of but unable to address due to lack of appropriate facilities. The meeting rooms could be available for City and private functions. Additional gym space would be able to alleviate some of the "space crunch" experienced by the City recreational basketball and volleyball programs. A stage at the facility would allow for the production of community events other than those sponsored or performed at the Ukiah Playhouse.

There are facilities with stages at some schools, fraternal organization buildings, and churches in the area. They are available on an intermittent basis for public use when not being used by the sponsoring organization.

#### **2.09.01(A) Ukiah Valley Recreation Center**

To serve the need for both meeting facilities and indoor recreation, a multi-use facility will be needed. The multi-use facility must have adequate free-span floor space large enough for division into two basketball/volleyball courts. It would also be prudent to design the recreation center to include rooms and facilities for group meetings in order to increase its availability and usage.

There are a number of different sites within the City that can be considered for this type of use. Consideration should be given first to the property located to the west of City Hall. This location is ideal, as it represents the "center" of Ukiah. By expanding the role of the properties now used as the center of City Government, a feeling of oneness and unity with the community could be achieved. Locating such a facility close to City Government allows its utilization by City Government. As an enhancement to City Hall, a central facility should be utilized as an extension for large meetings, hearings, and City-hosted seminars. These activities are difficult to plan due to the insufficient space and limited group facilities.

Other potential sites include the property located on Low Gap Road west of the existing jail facility land near the existing railroad depot on the east side of the tracks, and the property in the vicinity of the old police department on north Main Street.

The one critical component to make the recreation center a reality is the need for its fund-raising and development to be a joint public-private effort. The City and the County need to work with community

groups and individuals to make the project a success. It is too expensive a capital item to anticipate that either the Board of Supervisors or the City Council would make funds available for its construction.

### **2.09.01(B) The Downtown Plaza**

To revitalize the Downtown, the area needs to be made more attractive and conducive to pedestrians. The Redevelopment Plan resulted in the construction of a plaza to replace little-used Stephenson Street between South State and South School Streets. Abandoning the street and implementing the Revitalization Plan's Plaza are important to the success of downtown, and provide a gateway to the City's Ukiah Valley Conference Center.

## **2.09.02 General Plan goals, policies, and implementing programs**

**G**oal PR-8: The City of Ukiah shall facilitate the public development of a recreation center.

*Policy PR-8.1:* Creation of the recreation center shall require direct participation in the concept, the design, and the funding.

*Implementation Measure PR-8.1(a):* The Parks and Recreation Commission and General Services Department shall provide technical and planning assistance for the development of a recreation center as a public-private venture. The City's commitment shall be:

- The City shall have final choice on the selection of a site. Ukiah may purchase, trade, or otherwise acquire the site;
- The City shall serve as a catalyst for the creation of a public non-profit group, which shall be responsible to raise the money for capital construction and completion;
- The public group shall work with City officials and staff to design a flexible, multi-purpose facility.
- The City shall be responsible for the ongoing costs of operations and maintenance. [Timeframe for completion: Long-term planning period ♦ Measure applies to: City ♦ Agency/Department responsible: City Council]

*Policy PR-8.2:* Develop programs and activities designed for all ages and all segments of the community.

*Implementation Measure PR-8.2(a):* Continue to support the Parks and Recreation Department's efforts to expand its services to the community. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City ♦ Agency/Department responsible: City Council]

### **2.10 Walking, hiking, and equestrian trails**

#### **2.10.01 Summary of major findings**

**T**here is a need for publicly accessible trails in the Ukiah Valley. A network of hiking and equestrian trails would enhance the quality of life in the Ukiah Valley. It is important to begin the process of siting routes for the trail network now, in order to facilitate their development over time.

The purpose of identifying routes within the General Plan is to provide guidance for final site selection and acquisition of lands for routes when the properties are proposed for a development change from existing uses. Failure to start this planning process now may result in future lost opportunities.

The hills bordering the Valley present scenic vistas for hikers and riders when viewed from a trail that follows the course of the river. The Russian River is an under used recreational resource which should be conserved and developed to promote Ukiah's water resource recreation opportunities.

The development of trails, particularly those along the Russian River, must be accompanied by mechanisms to ensure a high level of maintenance, security, and safety. This provides protection for the trail users and those owning property and running agribusinesses along the trail. A hiking trail alongside the Russian River could result in an unacceptable risk of vandalism to the pear orchards and other agricultural lands bordering it in the absence of a high level of maintenance and security along the trail.

Although there may be a potential long-term need for public hiking and activity trails throughout the Planning Area and the City, the state of public finance in the mid-1990s makes planning for acquisition and development of new areas difficult. The City, the County, and various other public entities have control over a substantial amount of existing land with the potential for public access.

There are under used publicly-owned lands within the Planning Area which could be developed for access and other facilities related to hiking and equestrian trails. This would be preferable to acquiring or purchasing private lands not voluntarily offered for trail use. Existing public ownership reduces the potential development cost by eliminating the need to acquire or purchase land. Of course, the focus of the public agencies on already-owned lands is not meant to discourage private or non-profit groups creating a trail network without the use of public funds.

It is important to begin visioning and mapping such trails now before incompatible developments destroy the possibility of constructing a complete network of trails. Future trails on agricultural lands should be developed **after** the conclusion of agricultural use of the property. The City and County recognize that opening trails along commercial agricultural lands will create conflict: urban populations want to "get away from the hustle of City activities to the peace and quiet of a rural trail" and commercial agricultural is associated with noise, dust, and use of organic and chemical compounds. The approach in the General Plan is to identify

***Explanation V.2-VII: Requiring trail dedications — the "new" standard***

Requesting a dedication must include findings that there is a direct relationship between the requirement for dedication and the project that the City or County is considering.

Requesting dedication for a trail easement must be related to the project. It is not likely that a proper finding could be supported to require a trail dedication if the project is for the design review of an expansion of an existing commercial, industrial, agricultural land use. If the project is a parcel map, subdivision, or Master Plan Area with residential development proposed, it may be possible to show a relationship between the requested dedication and the project.

For many years, the "standard" was to show that the local government had an approved plan calling for the trail development or acquisition. At the time a project was proposed, the City or County would require dedication of an easement for the trail. Although the "rational nexus" (direct relationship) between the request for dedication and the project permit generally allowed significant local flexibility in making findings, a 1994 U.S. Supreme Court decision (*Dolan v. Tigard (Oregon)*) called for a specific link between the type of exaction or dedication and the project. The new standard basically requires local governments to show that the project's owners or users will have a direct benefit from the dedication in rough proportion to the exaction or dedication required.

“future trail sites” for purposes of acquiring easements or other access rights at the time the land use is converted from agribusiness.

An interim approach to satisfying desired river access is to site and approve an *aquatic trail* with defined points of ingress and egress to the river. The concept is to provide controlled points of public access with restroom facilities, parking, and safe locations for putting non-motorized canoes, rafts, kayaks, inner tubes, and similar water sports equipment. The aquatic trail needs to be established with rules protecting lands from trespass and vandalism. It’s a future concept that may need other limitations imposed to protect not only adjoining property owners, but the City and County from liability.

Private property rights are a critical consideration during the interim period between the identification of areas on which trails are desired and the imposition of those requirements. The City, County, or other recreation agency may ultimately acquire trail rights-of-way or easements as lands convert to non-agricultural uses. The development of those rights-of-way must, however, be undertaken in a manner that will ensure that remaining agribusiness is not subject to trespass, vandalism, or other damage from intrusion of urban use into the agricultural area. Trails should not be developed or made accessible until there is adequate security to preclude or prevent trespass or damage to private property.

When resource lands are converted from a resource use to a non-resource use through the discretionary project review process (General Plan amendments, changes of zoning district, subdivision and parcel maps, conditional use permits), the City or County may require that a dedication of the identified trail route be made to the agency as a condition of the project’s approval. The offer of dedication, however, does not require that the City or County accept the offer now or in the future. The dedication may be held in abeyance until a more logical trail route is acquired or ready to be developed. The agency might then accept the offer at that future date.

## 2.10.02 General Plan goals, policies, and implementing programs

### **G**oal PR-9: Establish future routes for public trails in the Planning Area.

*Policy PR-9.1:* Make use of existing public lands for public access prior to developing or purchasing other private lands for trails.

*Implementation Measure PR-9.1(a):* Develop hiking trails, river access, or other trails on existing publicly-owned lands, lands voluntarily offered to public agencies, or lands converted from a resource production use to a non-resource production use by way of a discretionary permit approval, prior to purchasing new private lands for trails or developing trails on non-publicly owned lands. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: City Planning Department, County Planning and Building Department and Board of Supervisors]

*Implementation Measure PR-9.1(b):* Route selection shall provide for a network of trails, allowing for unconnected segments due to long-term impediments to the continuous trail — such as private land ownership, environmentally sensitive areas, existing land uses, and public safety — including law enforcement issues. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: Community Services, Board of Supervisors]

*Policy PR-9.2:* Trail development is not to interfere with agribusiness use or the right-to-farm.

*Implementation Measure PR-9.2(a):* The City and County may accept trail rights-of-way offered, but shall not develop such trails if the route will likely result in trespass onto agricultural lands, interference with agricultural operations, or damage to agricultural lands, equipment, or crops. [Timeframe for completion: Ongoing planning period ◆ Measure applies to: City and County ◆ Agency/Department responsible: City Council, Board of Supervisors]

*Implementation Measure PR-9.2(b):* When lands that are used for resource production — including and not limited to agriculture, cattle ranching, orchards, vineyards, and mining — are proposed for a change from the current use or zoning district to a non-resource production land use, require an "offer of dedication" of identified trail routes as a condition of approval or note on the parcel or final map provided appropriate findings related to the "rough proportionality" of the dedication requirements can be adopted. [Timeframe for completion: Ongoing planning period ◆ Measure applies to: City and County ◆ Agency/Department responsible: City Planning Department, County Planning and Building]

*Implementation Measure PR-9.2(c):* The City or County shall not be required to accept an offer of dedication until a trail is ready for development through an area. If no trails are proposed to be developed in an area, or if the identified trail routes are amended, the City or County may abandon the route and any acquired lands for trail routes. [Timeframe for completion: Ongoing planning period ◆ Measure applies to: City and County ◆ Agency/Department responsible: City Planning Department, Board of Supervisors]

*Implementation Measure PR-9.2(d):* Development of the trail systems and opening for public access shall be deferred until the route may be used without interference to agricultural uses. [Timeframe for completion: Ongoing planning period ◆ Measure applies to: City and County ◆ Agency/Department responsible: City Planning Department, Board of Supervisors]

**G**oal PR-10: Coordinate the creation of a hiking and equestrian trail (the *rim trail*) to encircle the Valley.

*Policy PR-10.1:* Coordinate the route selection and mapping of a hiking and equestrian trail that encircles the entire Ukiah Valley.

*Implementation Measure PR-10.1(a):* The City and County shall coordinate to assign staff or a consultant to initiate and coordinate the visioning and mapping of a hillside trail around the Ukiah Valley during the short-term planning period. [Timeframe for completion: Short-term planning period ◆ Measure applies to: City and County ◆ Agency/Department responsible: City Community Services, Board of Supervisors]

*Implementation Measure PR-10.1(b):* Encourage private or non-profit organizations to acquire, develop, and maintain the rim trail route. [Timeframe for completion: Ongoing planning period ◆ Measure applies to: City and County ◆ Agency/Department responsible: City Council, Board of Supervisors ]

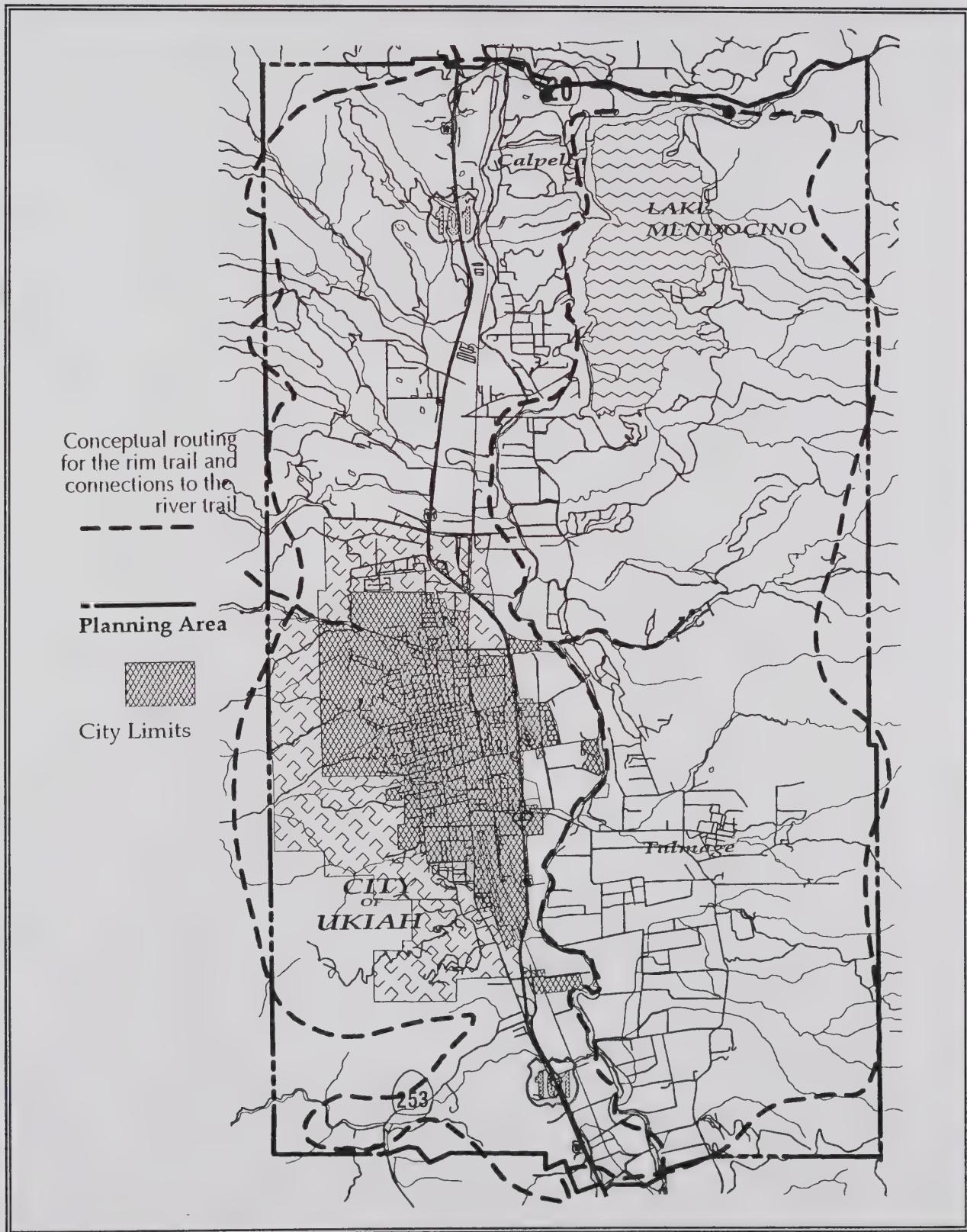
**G**oal PR-11: Promote a recreation trail and/or an aquatic trail along the Russian River.

*Policy PR-11.1:* Coordinate the identification of a recreation trail and/or an aquatic trail on the Russian River.

*Implementation Measure PR-11.1(a):* Assess and evaluate existing rights-of-way access to the Russian River and determine if additional access is needed. [Timeframe for completion: Short-term planning period ◆ Measure applies to: City and County ◆ Agency/Department responsible: City Community Services, Board of Supervisors]

*Implementation Measure PR-11.1(b):* The Russian River trail shall be routed to include and connect where feasible to the existing trail system around Lake Mendocino. [Timeframe for completion: Ongoing planning period ◆ Measure applies to: County ◆ Agency/Department responsible: Board of Supervisors]

*Policy PR-11.2:* The City and County shall take the lead in coordinating trail development efforts.



**Figure V.2-AA: Location of the Conceptual Trail Routes and connection with County trails**

*Implementation Measure PR-11.2(a): The City and County shall take the lead in coordinating the efforts to identify the routes, public access points, and multiple use potential of the Russian River trail system. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: Community Services, Board of Supervisors]*

## **G**oal PR-12: Ensure trails are planned with community participation.

*Policy PR-12.1: Establish a *Trails Committee* to assist in the planning and review of all proposed trail planning, access acquisition, and development.*

*Implementation Measure PR-12.1(a): Appoint for this purpose a *Trails Committee* including residents of the Ukiah Valley committed to trails, and owners of agricultural, residential, public, or other lands neighboring the proposed trail routes. [Timeframe for completion: Short-term planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: City Council, Board of Supervisors]*

*Implementation Measure PR-12.1(b): A maintenance and security program shall be established which will reasonably satisfy the owners of lands along the proposed trails that their property interests will be protected. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: City Public Safety, County Sheriff]*

*Implementation Measure PR-12.1(c): Under advisement of the trails committee, place an initiative on the ballot for the purpose of establishing and funding a special district or other method it deems best suited for the acquisition, development, maintenance, security patrols, and fire management of all trails. This shall occur during the short-term planning period. [Timeframe for completion: Short-term planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: City Council, Board of Supervisors]*

*Implementation Measure PR-12.1(d): Encourage a public-private partnership for the purchase of land which is mapped for the above-mentioned trails, including joint powers agreements with other public entities, and including consideration of a land trust to which landowners may make conservation easements and thereby obtain tax benefits. [Timeframe for completion: Short- or intermediate-term planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: City Council, Board of Supervisors]*

### **2.11 *Bicycle paths, routes, and lane***

#### **2.11.01 *Summary of major findings***

**T**he City of Ukiah is included in the Mendocino County Bicycle Master Plan. This Plan provides for a system of bicycle routes which links the Ukiah area with other communities in Mendocino County. It also provides for bicycle transportation within the City of Ukiah. The maps of the bicycle routes are in the Parks and Recreation Element.

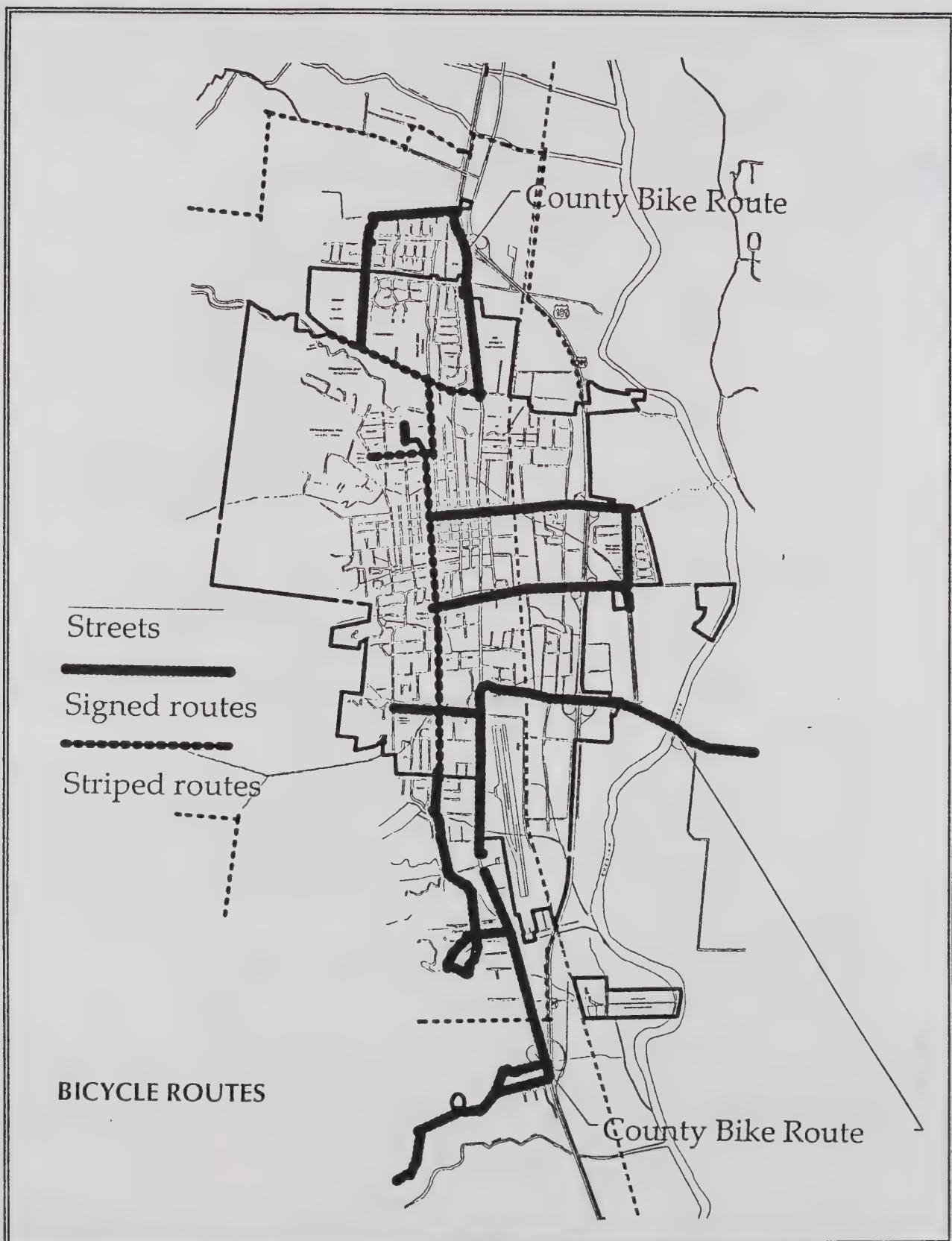


Figure V.2-BB: City designated bicycle routes

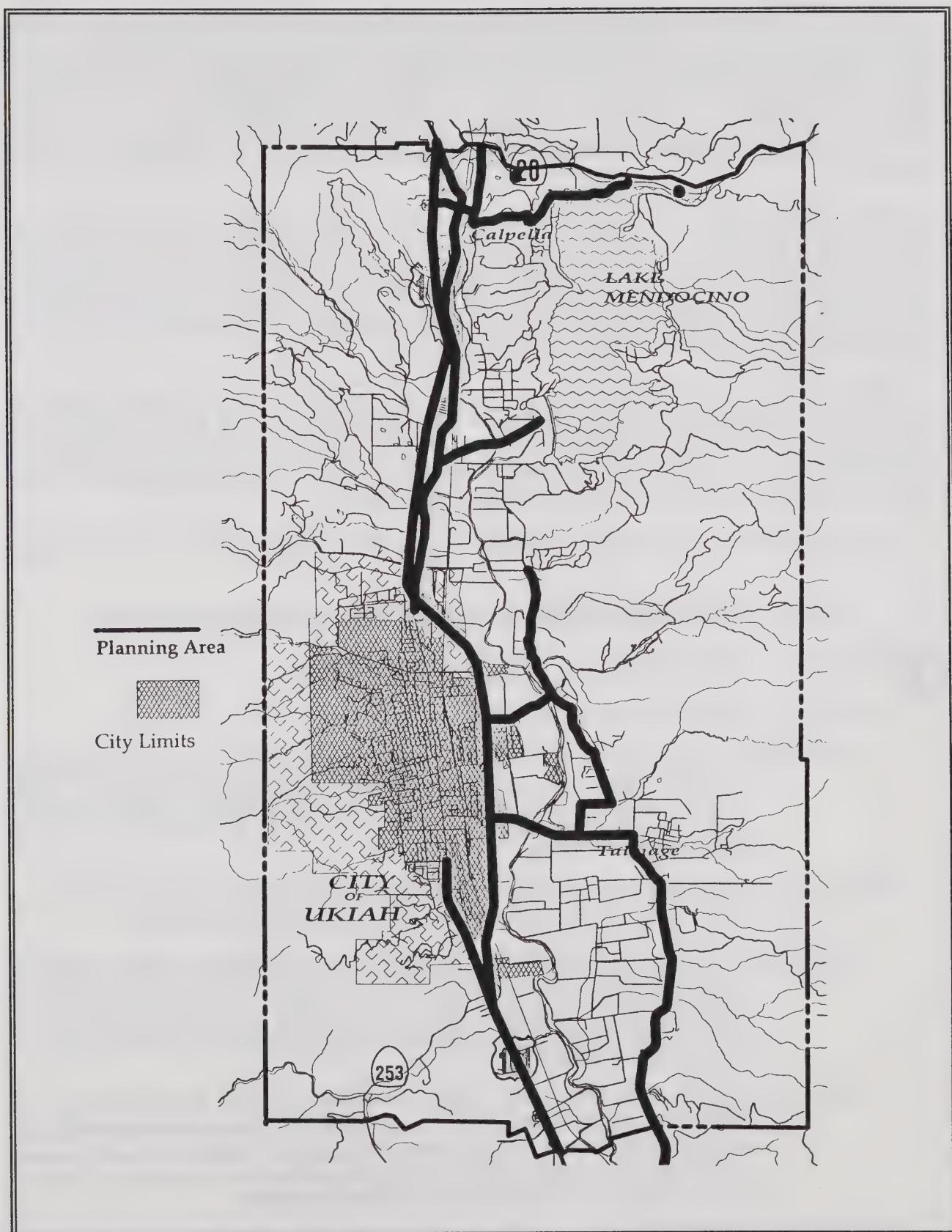


Figure V.2-CC: Planning Area designated bicycle routes

Currently, bicycle travel in Ukiah is primarily for recreation, and the bicycle system is consistent with this type of use. Bicycle routes fall under one of three classifications: Class I are paths which physically separate bicycles from automobile traffic; Class II are bicycle lanes which have been striped along streets and highways; and Class III are routes where no specific facility for bicycles exists, but bicycle travel can be reasonably accommodated along side automobile traffic. Ukiah has Class II and III bike lanes. As Ukiah develops further, the use of bicycles for commuting as an alternative to the automobiles with one occupant may increase and should be promoted.

Bicycle routes currently exist in urbanized areas of the City, as well as certain urban areas just outside the City limits and in the County. The major routes are striped and/or signed, providing one major north-south corridor (most of Dora Street and portions of State Street), and three east-west routes (Talmage, Gobbi and Perkins Streets). However, it is noted that additional bike lanes in the Valley would provide a greater degree of flexibility, safety, and access for bicyclists, and that the planning and installation of more bike lanes likely would foster increased use of this alternative mode of transportation.

The connecting network of bike paths must be developed with a number of priorities to ensure its success. First, the City and County need to ensure that there are safe bicycle lanes on streets accessing schools. The second priority must include streets with bike lanes to parks and playgrounds. The third priority is assigned to streets serving shopping areas of the City. The fourth priority will be directed to roads providing access to Lake Mendocino. The fifth priority is seen as the streets accessing the library.

Bicycle lanes and routes are included in more detail in the Traffic and Circulation Element of the General Plan.

## 2.11.02 General Plan goals, policies, and implementing programs

### **G**oal PR-13: Identify safe bicycle lanes within the Ukiah Valley.

*Policy PR-13.1: Establish safe bicycle travel lanes.*

*Implementation Measure PR-13.1(a): Establish and maintain safe bicycle lanes on all streets that meet the standards for traffic, parking and bicycle lanes within its jurisdiction. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: Mendocino Council of Governments as the Local Transportation Commission]*

*Policy PR-13.2: Coordinate a connective network of existing and new bicycle lanes to enhance and enable the safe movement of bicycle traffic within the city and surrounding areas.*

*Implementation Measure PR-13.2(a): During the short-term planning period, identify all streets meeting standards for safe bicycle lanes and begin construction or identification of such lanes. [Timeframe for completion: Short-term planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: Mendocino Council of Governments as the Local Transportation Commission]*

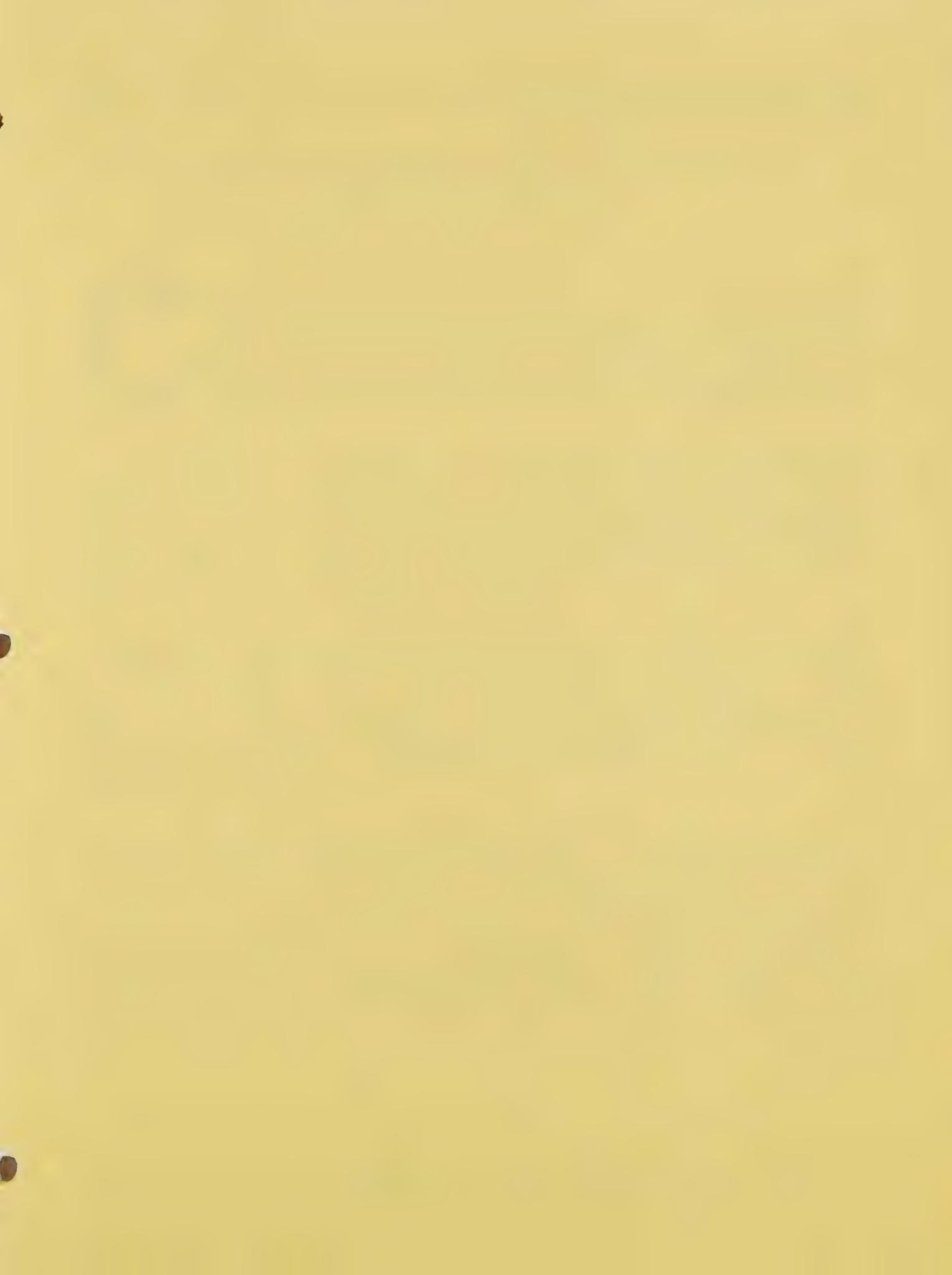
*Implementation Measure PR-13.2(b): Establish an ongoing review program through the Mendocino Council of Governments to ensure that safe bicycle lanes are included in all road improvements or widening projects. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: Mendocino Council of Governments as the Local Transportation Commission]*

*Policy PR-13.3: All new developments shall incorporate safe bicycle lanes in project street design.*

*Implementation Measure PR-13.3(a): Amend the Land Development Code to require safe bicycle lanes or paths as appropriate in all new subdivision streets and in new projects. [Time-frame for completion: Short-term planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: City Planning Department, County Planning and Building Department]*









### 3 HISTORIC AND ARCHAEOLOGICAL RESOURCES

#### 3.01 Governmental decision-making

##### 3.01.01 Summary of major findings

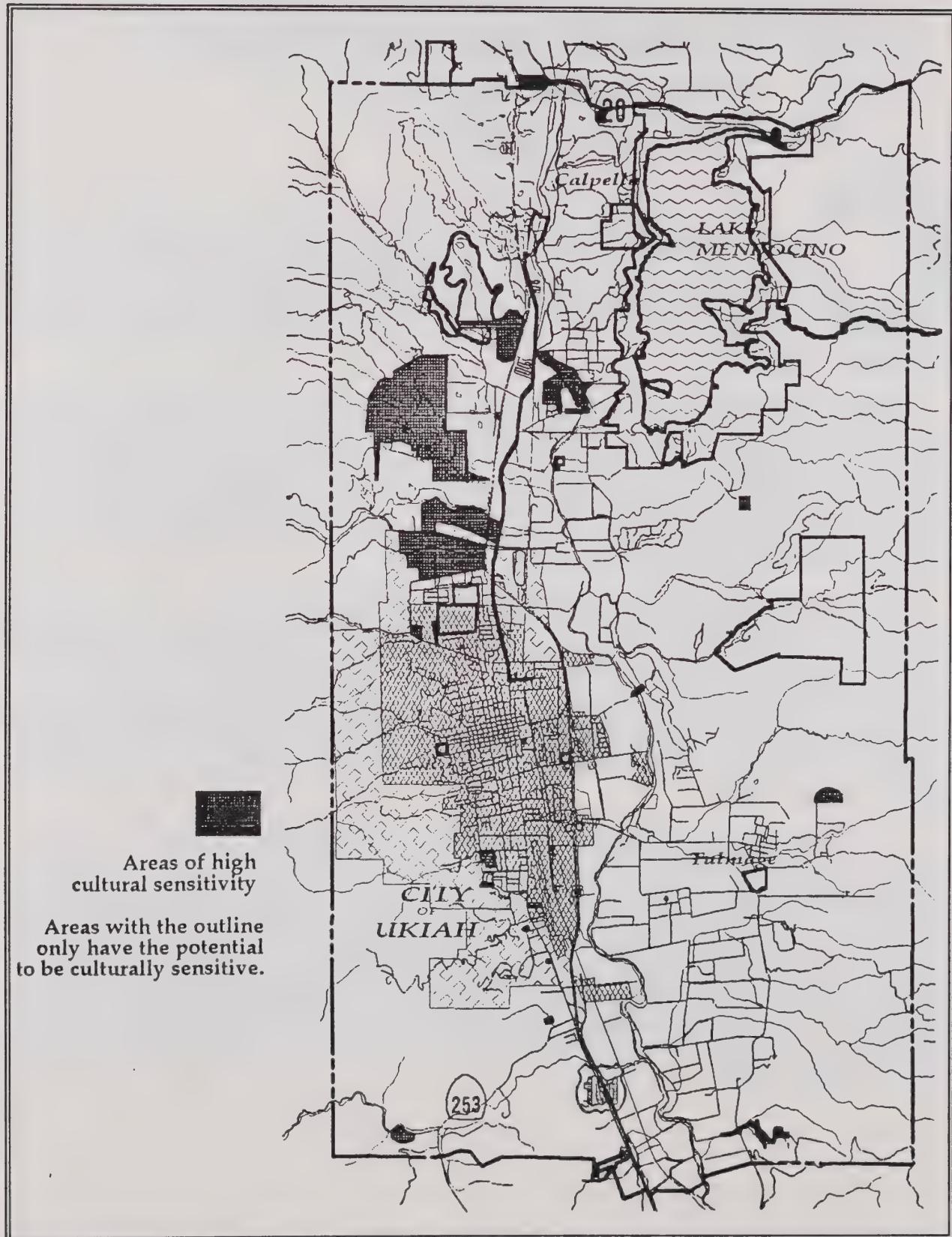
**C**ULTURAL RESOURCES ARE *nonrenewable*. Trying to offset an adverse effect on a cultural resource rather than preserving the resource may, at times, be inconsistent with State policy and the objectives of cultural resources management and historic preservation. Mitigation — the reduction or elimination of impacts to less than significant levels — as an alternative to protecting and preserving cultural resources can ultimately result in the disappearance of such resources.<sup>1</sup>

A systematic program for the protection or preservation of cultural and historic resources may result in avoiding a cumulative loss of the aesthetic, educational, and recreational aspects of these resources. A program of governmental decision-making can assist in the offset of cumulative losses of prehistoric and historical sites. The disappearance of these community assets may erode sources of scientific information, educational opportunities, or result in the loss of areas holding special cultural significance to specific ethnic and other cultural groups. The loss of historical buildings, structures, and landscape can result in permanent alteration of the appearance of a city or the countryside.

Preservation of cultural resources is accomplished through education, cooperation, and a commitment to programs that make sense to the community. The Ukiah commitment is to maintain cultural resources as a link to past populations — those whose ancestors called this Valley their home from time immemorial and those who adopted the Valley later as part of the growth of the United States. Over the years, the importance of preserving and protecting historic and archaeological resources has been viewed as both a critical means to enhancing quality of life and as a hindrance to achieving future growth. Ukiah's residents recognize that effective cultural resource protection is a balance between preserving the past and accommodating the future.

The crucial concept is consideration of cultural resources early in the permitting process. With early planning, cultural resources protection or preservation can usually be incorporated into project designs in such a way that impacts are kept to a minimum. With early planning, an archaeological site may be made part of an open-space requirement or preserved in a riparian corridor setback. Other solutions can also be developed. Experience in California has shown that when consideration of cultural resources is not included in the project planning process, costly archaeological mitigation may then be the only alternative to a project being substantially reduced in scope or denied outright. The objective of this section of the General Plan is to put into place the governmental programs needed to avoid costly delays or impacts to projects from the last-minute discovery of important cultural resources. Cultural resources need active protection and preservation.

<sup>1</sup>Condensed from *City of Ukiah General Plan Revision Resource Directory, "Cultural Resources: Archaeological, Architectural, Historical, and Native American Sites"* (Stockton: Archaeological Services, Inc., March 11, 1992).



**Figure V.3-DD: Areas of high archaeological sensitivity**

In order to ensure protection of cultural resources, important sites must be identified. Within the General Plan, Figure V.3-DD identifies areas in which there is a “high” likelihood that *important cultural resources*<sup>2</sup> may be found. This map is not a listing of identified archaeological sites or even an indication that important sites will be found. Rather, the map indicates that terrain, location of already-recorded sites, and other scientific factors indicate a greater-than-typical potential to find important archaeological sites. Connected with the General Plan goals and the need for early planning, this map provides property owners with an opportunity to seek an *archaeological reconnaissance*<sup>3</sup> prior to submitting an application to the City or County. The early review by a qualified professional or local representative of Native American cultures can provide opportunities and methods of reducing or avoiding impacts to important cultural resources.

Maintaining records of the various historic and archaeological studies that have been prepared within the Ukiah area rests with the Northwest Information Center of the California Archaeological Inventory (NWIC) at Sonoma State University in Rohnert Park. The NWIC functions as an area clearinghouse. When a “literature review” is performed, it means that the professional preparing the review perused the records at NWIC. In addition, NWIC provides information to cities and counties about areas where important resources are likely to be found.

The NWIC has the resources available to provide a front-line archaeological review. While this step does not replace field reconnaissance, it provides project applicants with an opportunity to determine whether or not there is a high likelihood of a cultural resource discovery on the property in question. Referring project applications — especially those in the “high sensitivity areas” — to NWIC early in the review process helps plan for impacts and mitigation.

Maintaining a strong historic base in the style and character of older houses is a unique challenge. A legacy of homes of beauty and style has been preserved for the future. Concurrently, a need exists to provide safe, secure housing at prices affordable to those with low and moderate incomes. Occasional funding programs provide monies that can be used for rehabilitation of older homes. Rehabilitation of older homes to serve the needs of low and moderate income families must be tackled with sensitivity to the home's historic character. Historic preservation, however, is not a proper issue to be used as a means of precluding or denying affordable housing assistance programs.

The focus for preservation efforts should be primarily on the older *Westside*, *Downtown*, and the *Wagonsellers* [Norton, Clara, and Ford area] residential neighborhoods. There are other neighborhoods which may become historically significant in the future but are not being addressed at this time.

New residences near historic homes should complement the historic building through design compatibility. Replicating or imitating the styles of the past, however, is rarely successful. Good design takes into consideration the height and scale of the surrounding buildings. Appropriate setbacks need to be considered. Property owners of existing structures will invest in rehabilitation when they can be assured that their investments will be protected. Neighborhood associations and the Historic and Archaeological Review Committee (HARC) could work together to ensure that historic preservation is a major consideration when a building permit is applied for in a historic neighborhood.

<sup>2</sup>*Important cultural resources* are those defined in the California Environmental Quality Act as providing unique or “exceptional quality” representation of a historic or archaeological resource habitation, use, activity, or event.

<sup>3</sup>An *archaeological reconnaissance* is a limited field and literature review by a qualified professional to determine whether there is a strong likelihood for more detailed work. In many cases, the reconnaissance — an inexpensive level of work — is able to resolve questions of potential cultural resource sites without extensive field work or actual excavation.

Over the years, as the City and County seats of government have grown, moved, or rebuilt, many of the records of the area's history have been lost. Some pioneer families have donated their records to local organizations to maintain the written links to the past. Neither the City nor the County has a facility for maintaining the archival records of history. Although California law provides methods for disposal of records, some ingredients of the area's official actions and approvals should be retained for future research — especially records related to development, building permits, or transactions of local government.

While maintaining a strong vision of the past, the City must also ensure the quality of new development. The people who live and work in the Ukiah Valley appreciate the charm and patina of historic buildings which have withstood the challenge of time. Just as important is an assurance to future generations that the quality of development design in the life of the General Plan provides our future residents a legacy of homes, offices, stores, and industry in buildings of character and quality.

### **3.01.02 General Plan goals, policies, and implementing programs**

**G**oal HA-1: Create organizational, regulatory, and incentive programs to facilitate preservation.

*Policy HA-1.1:* Create a Historic and Archæological Resources Committee (HARC).

*Implementation Measure HA-1.1(a):* Within one year of adopting the General Plan, designate a committee with responsibility for Historic and Archæological Resources. [Timeframe for completion: Short-term planning period ♦ Measure applies to: City ♦ Agency/Department responsible: Planning Department]

*Policy HA-1.2:* Establish a preservation program to integrate preservation as a component of government decision-making.

*Implementation Measure HA-1.2(a):* The City shall staff and assist the Committee with the implementation of historic preservation programs. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City ♦ Agency/Department responsible: Planning Department]

*Policy HA-1.3:* Establish clear and efficient procedures for processing applications affecting historic properties.

*Implementation Measure HA-1.3(a):* Amend the Land Development Code to reflect preservation concerns and adopt the State Historic Building Code (Title 24, California Code of Regulations, Section 8). [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City ♦ Agency/Department responsible: Planning Department]

*Implementation Measure HA-1.3(b):* The City and County Planning staff shall continue application review procedures with the Northwest Information Center at Sonoma State University. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City ♦ Agency/Department responsible: Planning Department]

*Policy HA-1.4:* Balance the need to rehabilitate affordable housing with maintaining historic character.

*Implementation Measure HA-1.4(a):* Seek public funds for affordable housing to be used for repairs and remodels that maintain the historic fabric of homes, other structures, or

sites. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City ♦ Agency/Department responsible: Planning Department]

**Policy HA-1.5:** Maintain and archive public and donated records important to the area's history and pre-history.

*Implementation Measure HA-1.5(a): Utilizing the volunteer services or staff services of the Mendocino County Historical Records Commission, develop a program to review the historic and cultural value of records prior to destruction. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: City and County Clerks]*

*Implementation Measure HA-1.5(b): Establish a program for the systematic archiving, management, and retention of public records and donated private records that could aid in the research and documentation of historical, architectural, and archaeological resources. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: City and County Clerks]*

**G**oal HA-2: Identify historical, architectural, archaeological, and natural places that give the area its special character and aid its future well-being.

**Policy HA-2.1:** Designate historical, architectural, archaeological, and natural places on State and Federal preservation lists.

*Implementation Measure HA-2.1(a): During the short-term planning period, prepare a list of cultural and historic resources worthy of nomination to state or national preservation lists. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: HARC and volunteer groups]*

**Policy HA-2.2:** Support strong and effective historic and scenic preservation.

*Implementation Measure HA-2.2(a): During the short-term planning period, adopt a *Historic Archaeological Preservation* ordinance to review permanent changes to the exterior or setting of designated historic or impacts to archaeological resources. [Timeframe for completion: Short-term planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: City Planning Department and County Department of Planning and Building]*

**G**oal HA-3: Maintain, protect, and enhance the area's heritage, including and not limited to its cultural, historical, spiritual, social, economic, architectural, agricultural, archaeological, and scenic heritage.

**Policy HA-3.1:** Encourage the highest standards of maintenance for historical resources.

*Implementation Measure HA-3.1(a): Pursue funding programs to assist property owners in completing needed repairs to historic properties. Provide information to the public about where to get assistance and advice concerning historic preservation. [Timeframe for completion: Short-term planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: City Planning Department and County Historical Society]*

**Policy HA-3.2:** Encourage adaptive reuse compatible with neighborhoods.

*Implementation Measure HA-3.2(a):* The Land Development Code shall include standards for adaptive reuse of residential structures in residential areas ensuring compatibility with the neighborhood. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: City Planning Department and County Department of Planning and Building]

*Policy HA-3.3:* Require the Redevelopment Agency to integrate preservation as a component of decision-making.

*Implementation Measure HA-3.3(a):* When reviewing proposals for redevelopment, the Redevelopment Authority shall consider effects on historic resources prior to approving actions. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City ♦ Agency/Department responsible: Redevelopment Authority]

*Implementation Measure HA-3.3(b):* All feasible opportunities to preserve historic resources shall be explored through a redevelopment activity prior to permitting the destruction of such resources. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: City Planning Department and County Department of Planning and Building]

## **G**oal HA-4: **Conserve the character and architecture of neighborhoods.**

*Policy HA-4.1:* Consider the visual character of surrounding developments when reviewing discretionary project approvals.

*Implementation Measure HA-4.1(a):* The Planning Commission and City Council shall consider the visual character of surrounding developments when reviewing discretionary project approvals. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City ♦ Agency/Department responsible: Planning Department]

### **3.02 Publicly-owned property**

#### **3.02.01 Summary of major findings**

**T**he City and County can set an example of historic preservation to private property owners. Public properties include some large buildings and pieces of land that, due to their size, have an impact on the properties surrounding them. Other City and County properties are important because of their location. City and County property often serves as a cornerstone, setting a standard for the surrounding properties. The Ukiah City Hall is an excellent example of quality renovation with sensitivity to historic preservation.

Both the City and County own public areas that are highly visible to all citizens. These properties will set the tone for privately-held properties. One aspect of leadership that both the City and County can use is to seek a standard of design that sets an exemplary standard for quality in appearance. The appropriate use of signs, graphics, colors, and detail trim on buildings and other public facilities will create a standard of quality. Quite often, local governments economize on facility appearance. This results in a legacy of architectural "shoeboxes" as public monuments and sets a poor example for private developers.

Public agencies have the most flexibility when it comes to preserving historic structures or sites. The agencies' development plans may be more visible than similar private projects or there may be a larger community stake in the proposal. The role of the City, County, and other public agencies includes a

responsibility to preserve the area's character and architectural and cultural integrity. This includes maintaining the appearance of Ukiah's streets, trees, landscaping, parks and buildings.

### 3.02.02 General Plan goals, policies, and implementing programs

**G**oal HA-5: Maintain the character and integrity of historic publicly-owned facilities, structures, and sites.

*Policy HA-5.1:* Maintain and improve publicly-owned historic buildings and sites in an architecturally and environmentally sensitive manner.

*Implementation Measure HA-5.1(a):* The City and County shall include maintenance and enhancement funds in capital budgets for City- and County-owned historic buildings and sites. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: City Council]

*Implementation Measure HA-5.1(b):* During development of new public facilities, the City shall avoid impacts to important archaeological resources when feasible or mitigate the impacts to the extent required by environmental review. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City ♦ Agency/Department responsible: City Council]

### 3.03 Commercial areas

#### 3.03.01 Summary of major findings

The Ukiah area is resplendent with outstanding examples of historically or architecturally significant commercial buildings. At the same time, older areas of town abound with conflicting design patterns in which nondescript structures of recent vintage have been sited adjoining or between architectural patriarchs. To embellish and take advantage of the economic opportunities that historic preservation in commercial areas provide, the City needs to ensure that new development meshes and complements the older character of the community's downtown core.

Downtown Ukiah provides a focal point for the residents of Ukiah. This area gives a sense of community and contact with the past. The downtown is a center that draws together citizens, government and business. Too often, communities grow with no unifying element. Ukiah's downtown can serve as a place where diversity can come together, providing a healthy community spirit.

Too often, change means sacrificing whatever is "old" for something "new". This costs valuable ties to the past and would weaken the sense of the uniqueness of Ukiah. Renovation of existing buildings is a cost effective way to create an aesthetic, pleasant place for our citizens to shop, bank, work, and socialize.

Clusters of businesses support one another. Shoppers are more likely to go to a location where they can accomplish many errands than to go to several locations spaced apart. Workers appreciate having shops, restaurants, and services near work. Investment in the downtown will be protected if the individual property owner has reasonable assurances that his renovations will be supported and enhanced by other property owners in the area. New structures and renovations must consider the overall style and scale of the area. The Historic and Archaeological Resources Committee (HARC) can work with the downtown business association to assist the merchants and property owners in appropriate decision-making. Cost

effective approaches to rehabilitation must be the essence of the work of the HARC. This spirit of cooperation has been successful in many towns. Although many communities mandate compliance, the Ukiah direction is to pursue the spirit of cooperation through education and leadership.

Commercial use of historic buildings is not limited to Ukiah's downtown area. Mixed use areas have commercial and residential buildings side-by-side. Ukiah is in particular danger of losing some of these historic buildings — such as the houses on Clara Street. If these neighborhoods do become predominately commercial in use, the historic buildings should be preserved and creative reuse encouraged. Other communities have prospered because they have used their historic resources for commercial benefit. Local trade, as well as tourism, will be enhanced when historic buildings are maintained.

When older buildings are converted to new uses, the City sometimes runs into a conflict between the “current” Uniform Building Code (UBC) and the historic character of the buildings. At times, the historic integrity of a structure is needlessly damaged when remodeled to meet the current standards of the UBC. When preservation and new codes conflict, the City is able to turn to the Historic Building Code (HBC). The HBC was adopted by the State of California to provide optional methods that permit modern building safety standards to be achieved while retaining the historic integrity and patina of older structures. Ukiah has also adopted use of the HBC.

### **3.03.02 General Plan goals, policies, and implementing programs**

#### **G**oal HA-6: Protect the character and architecture of older commercial areas.

*Policy HA-6.1:* Encourage new construction that is compatible with historic neighborhood character.

*Implementation Measure HA-6.1(a):* Utilize design standards in the Land Development Code to encourage and provide incentives for historically-sensitive new development when needed to conform to neighborhood character.

*Policy HA-6.2:* Encourage the preservation, maintenance, enhancement, and reuse of existing historical buildings.

*Implementation Measure HA-6.2(a):* Develop code provisions during the short-term planning period to ensure that historic buildings are preserved, maintained, or enhanced appropriately with the structure and neighborhood's character.

*Implementation Measure HA-6.2(b):* Encourage the retention and renovation of existing residential structures in commercial zones and the relocation of these residential structures when on-site retention is not feasible.

### **3.04 Privately owned historic resources**

#### **3.04.01 Summary of major findings**

**T**hroughout the Planning Area, there are examples of important and potentially important historical and archaeological resources. Although located on private lands, these sites have significance for the community in presenting a heritage and cultural history of the Valley.

There are instances in which the historic or character value of a building is in its context. To maintain this value, it may be necessary to evaluate groups of buildings in “districts.” Using Federal or State criteria, a district can be defined to provide a specific area of historic or cultural value. Currently, there are three “districts” in Ukiah containing historically significant structures, including the downtown area, the residential west side area, and the Wagonseller neighborhood area (see Figure V.3-B). Although none of these districts has yet to be “listed” using State or Federal criteria, nor embodied in a local preservation ordinance, each area contains houses or groupings of houses which will likely achieve this status once the necessary research, analysis, and paperwork is accomplished.

**Table V.3-13: Official historic listings**

<b>National Register of Historic Places</b>	<b>California Historical Landmarks</b>	<b>California Inventory of Historical Resources</b>	<b>Points of Historic Interest</b>	<b>Ethnic Sites Survey for California</b>
Held-Poage House <sup>†</sup> Palace Hotel <sup>†</sup> Sun House <sup>†</sup> Hofman House <sup>†</sup>	Sun House (#926) <sup>†</sup> Vichy Springs Resort (#980)	None listed	None listed	None listed

<sup>†</sup>Site located within the City of Ukiah

Situations may occur when an historic structure, or a building with historic value, may need to be demolished for any number of reasons. With many historic resources, it may be appropriate to “mitigate” removal by photographing and recording as much information as is known about the site. However, when the building in question is located within an historic district or neighborhood, removing a building may be inappropriate. Early project design to incorporate the building, thus preserving it, may be the desired approach.

The value of other resources, such as archaeological sites, may be in the information contained within the resource. However, new archaeological techniques and new archaeological research questions continue to be developed. Therefore, mitigation by retrieving information through excavation is not always appropriate, as a certain portion of archaeological sites or whole sites need to be preserved for future exploration and study. When possible, cultural resources need to be actively preserved *in situ* and protected from damage or disturbance.

The General Plan needs to provide a balance between the preservation of historic and archaeological sites for future study and analysis and the demands for current growth and development. Project design and other features of development flexibility can provide the needed protection while still preserving property rights. The purpose of this element is to establish the criteria for this balance. Unlike other elements where conservation of a resource is the emphasis, *preservation* is the focus for cultural resources. Once destroyed, these resources are irretrievable.

In the current economic system, it has been accepted that the willingness to assume the risks and responsibilities of ownership brought with it certain privileges. Private property ownership has traditionally meant the owner makes the major decisions about the use, maintenance, occupancy, and changes to the property. A given owner's decisions regarding his/her property may not have met with the approval of everyone in the community, but the freedom of choice that comes with ownership usually outweighed disapproval. Over time, more and more laws in the form of model codes, local planning ordinances, environmental protection and other regulation began to influence what a private property owner

could and could not do with a property. Questions were raised about issues that dealt with the “greater public good.”

Today, one of those “greater public good” issues is the preservation versus protection of historical resources. There are strongly held opinions on both sides of this issue. It is not too difficult to find places where many old and historic buildings have been lost to demolition. The coming of the “modern age” in the 40s and 50s in communities, defined change as “out with the old and in with the new.” Many old buildings were either bulldozed or had their decorative trim removed. Exteriors were “modernized” being remodeled with “newer” looking materials like stucco and asbestos siding. Sometimes whole neighborhoods changed, with little thought given to preserving historical heritage.

As time passed, some citizens became aware of the fact that the buildings from the past were becoming fewer. Of those that remained, many had received additions and remodeling which altered the original appearance. Downtown core areas were deteriorating with the shift from traditional downtown and neighborhood business to regional shopping centers and business parks. There was a need to create something unique and interesting in the old downtown areas to attract business. The “re-creation of yesterday” was a popular theme.

The General Plan guiding the growth of the Valley for the next twenty years answers important questions regarding historical resources. The General Plan calls for preserving older buildings in a viable condition today so that future generations can enjoy them.

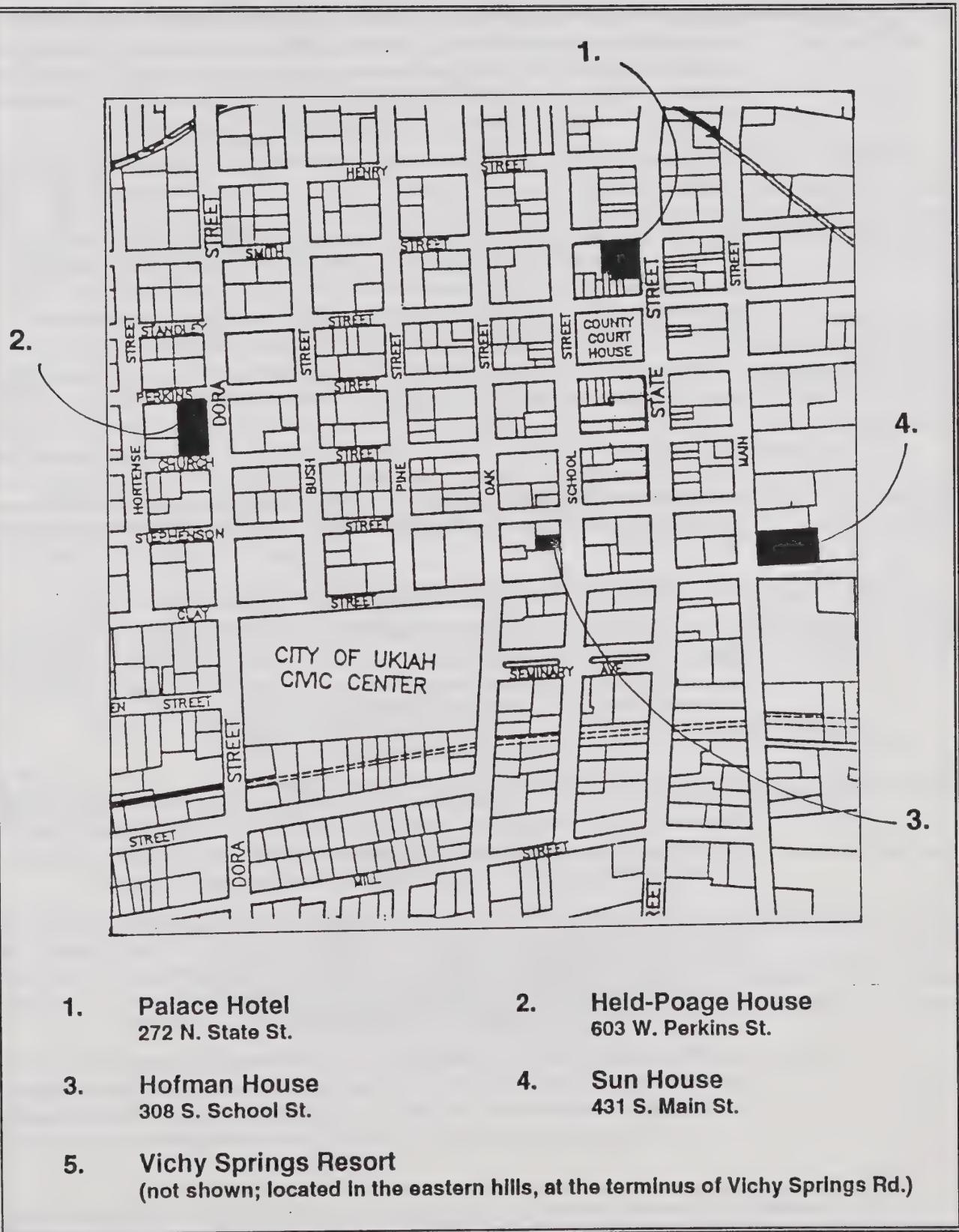
The issues center on:

- ♦ What does it mean to be historically significant?
- ♦ Should mandatory rules be passed so that private property owners are required to preserve these older structures? If so, should the laws apply to all old buildings or just those with historical significance?
- ♦ Is it proper to place the full cost of preservation on the property owner?
- ♦ There is significant resistance on the part of private property owners to all encompassing regulation. Can a balance be found to preserve truly historical buildings and that provides a support system of encouragement to private property owners for their efforts to preserve and restore other viable older buildings and structures?

### **3.04.02 General Plan goals, policies, and implementing programs**

#### **G**oal HA-7: **Participate in preserving privately-owned historical structures.**

*Policy HA-7.1: Actively participate in the conservation and preservation of privately-owned historical structures.*



**Figure V.3-EE: Location of Historic buildings, landmarks, and resources in the Planning Area and City of Ukiah**

*Implementation Measure HA-7.1(a):* When projects are proposed to be located in, or affect an area of historic or archaeological significance, utilize the Historic and Archaeological Review Committee for review and comment on proposed projects. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City ♦ Agency/Department responsible: Historic and Archaeological Review Committee]

*Policy HA-7.2:* Seek creative solutions to the problems of preservation and maintenance of historic properties.

*Implementation Measure HA-7.2(a):* During the short-term planning period, require the Historic and Archaeological Resources Committee to prepare a solution-oriented Guidebook for historic preservation and maintenance of historic structures. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City ♦ Agency/Department responsible: Historic and Archaeological Review Committee]

*Implementation Measure HA-7.2(b):* Ensure that energy conservation measures (retrofitting) are compatible with preservation standards.

*Implementation Measure HA-7.2(c):* Utilize the Historic Building Code provisions of the Uniform Building Code to protect the appearance of historic resources. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: City Planning Department and County Department of Planning and Building]

*Policy HA-7.3:* Encourage appropriate adaptive reuse of historic resources.

*Implementation Measure HA-7.3(a):* HARC shall develop its procedures for City Council action to encourage and focus on adaptive re-use of historic resources. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City ♦ Agency/Department responsible: Historic and Archaeological Review Committee]

*Policy HA-7.4:* Encourage the use of fiscal incentives for preservation.

*Implementation Measure HA-7.4(a):* Establish a City policy for the acceptance of preservation easements, facade easements,<sup>4</sup> and other methods to preserve the exterior appearance of historic structures. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City ♦ Agency/Department responsible: City Council]

*Implementation Measure HA-7.4(b):* In the event of unavoidable demolition of a historic resource, utilize design review procedures to ensure that the replacement use of the site enhances the special character of the area from which the structure is removed. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City ♦ Agency/Department responsible: Historic and Archaeological Review Committee]

*Implementation Measure HA-7.4(c):* Require drawings or photographic records be prepared and architectural fixtures be salvaged or preserved from historic structures proposed for demolition. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City ♦ Agency/Department responsible: Historic and Archaeological Review Committee]

<sup>4</sup>A “facade easement” is an easement granted to the City that allows the City to become a participant in the design, remodeling, or change of the exterior appearance of the building. In some cases within historic districts, the City actually takes responsibility for the maintenance of the exterior in order to use public money to protect the historic character. The property owner receives tax breaks for the easement.

*Implementation Measure HA-7.4(d): Facilitate the salvage of materials from buildings that are not to be preserved in order to utilize or adapt the materials for new buildings.*

### **3.05 Community education**

#### **3.05.01 Summary of major findings**

**O**ne of the important reasons for preserving archaeological and historic resources is for their educational value. Today's children can learn about the lifestyles of those who came before. The community needs to ensure a long-term understanding of the value of historic buildings, neighborhoods and sites.

Understanding the past promotes a sense of pride and community spirit, which helps to create a strong sense of place. It is this shared experience that keeps a community viable and healthy. Information concerning historic events, historic architectural elements and the archaeological past will increase our citizens' awareness of the importance of preservation and foster respect for Ukiah's heritage. This allows different factions of society to come together for common goals and promotes appreciation of their diverse contributions.

Many programs on Ukiah's history are already successful, such as the Grace Hudson Museum, Sun House Guild, Held-Poage Library, and the public library archives. Continued support for these groups, and others not mentioned, is essential.

Promotion of area heritage will attract tourism and business. Education is always the first step toward understanding and implementation of effective programs. More can be done in the Valley to increase appreciation of cultural diversity, thereby lessening conflicts between groups and the cost those conflicts might incur.

#### **3.05.02 General Plan goals, policies, and implementing programs**

**G**oal HA-8: Promote community heritage in order to educate citizens of all ages and build civic pride.

*Policy HA-8.1: Seek to educate the general public about Ukiah's heritage and how to protect sites and structures.*

*Implementation Measure HA-8.1(a): During the short-term planning period, make available informational brochures explaining the preservation process, renovation techniques, and the economic and cultural benefits of restoration. [Timeframe for completion: Short-term planning period ♦ Measure applies to: City ♦ Agency/Department responsible: Historic and Archaeological Review Committee]*









## 4 COMMUNITY FACILITIES AND SERVICES

### 4.01 Drinking water supply

#### 4.01.01 Summary of major findings

HERE ARE FIVE major providers of water services within the Ukiah Valley. The City of Ukiah is full-service and provides water to businesses and residences within the City limits. Outside of the City, water is provided to specific communities through three water districts and one private water company. The primary water source for all water providers in the valley is the Russian River with primary storage in Lake Mendocino. The Mendocino County Russian River Flood Control & Water Conservation Improvement District has the water rights to purchase and collect 21,000 acre feet of water from the river and wholesale it to the five water providers. Property owners without access to the City or one of the District systems obtain water from individual wells or springs.

The City of Ukiah maintains its own treatment facility. The facility is regulated by the State of California. It is being improved to meet the 1993 Clean Water Act and Safe Drinking Water Standards established by the U.S. and California Environmental Protection Agencies. Currently the City has the capacity to provide up to ten million gallons per day (mgd) of water to its customers. Peak summer demand is six mgd, 60% of capacity.

Within the Planning Area, three independent special districts — Willow, Calpella and Millview — serve the unincorporated areas. The Willow County Water District has a capacity of 4.4 mgd and a peak demand of approximately 2.0 mgd, 45% of capacity. The Calpella County Water District has a capacity of .2 mgd and a peak demand of .09 mgd, 45% of capacity. The Millview County Water District has a capacity of 3.4 mgd and a peak demand of 2.4 mgd, 71% of capacity.

The Rogina Water Company is not a public agency. It operates under permit authority of the Mendocino County Health Department and the California Public Utilities Commission. The Company must also comply with State and Federal standards for clean and adequate water supplies. Currently this Company has the ability to provide 1.7 mgd and a peak demand of 1.4 mgd, 82% of capacity.

Currently, each of the Valley's water providers meets existing demand and has capacity to grow. Eventually, however, the Valley's anticipated growth rate of two to three percent per annum will consume all existing available capacity. The most efficient, inexpensive and environmentally sensitive method of meeting anticipated demand increases is to expand existing water storage capacities and to develop mandatory and voluntary water conservation programs. Conservation through reduced-flow water fixtures, irrigation equipment, and other passive and active systems will reduce water demand. Reducing demand for water frees up capacity for new uses.

Agriculture is economically and culturally important to the City and Valley. Agriculture requires large amounts of water for irrigation. In fact, purchasing water may be one of the largest costs related to agricultural production. If water costs become too high, it discourages agriculture and can greatly reduce the amount of land in agricultural production.

In 1991, the City, County, and Valley Special Districts formed a task force to look for ways to increase the efficiency and reduce the costs of servicing the residents and businesses of the Ukiah Valley.

The Task Force recognized that there are expensive improvements needed within the Valley but that revenues and operating incomes are fragmented.

The Task Force proposed three recommendations related to water management in the Ukiah Valley. First, the Task Force recommended a reorganization of the Russian River Flood Control and Water Conservation Improvement District. The Task Force envisioned a seven member board (the current board has five members) elected by districts or zones in the Valley. The Task Force recommended that the RRFCD be given the responsibility of acting as the lead governmental agency for water management.

Second, the Task Force recommended that the smaller districts — Willow, Millview, and Calpella, as well as the Rogina Water Company — retain their separate and distinctive water rights and entitlements. The Task Force envisioned that the separate districts would continue to function as separate entities over the short term. However, the Task Force recommended that as financial constraints tightened, voters should be asked to consolidate the smaller agencies into a larger and more efficient district.

The third recommendation of the Task Force called for the formation of an ongoing task force on water issues to meet regularly to coordinate water resource and supply development programs. The Task Force would also coordinate joint powers agreements between agencies for more efficient operations.

#### **4.01.02 General Plan goals, policies, and implementing programs**

**G**oal CF-1: **Maintain a safe and adequate water system to meet the needs of existing and projected development.**

*Policy CF-1.1:* Protect the “area of origin” and confirm all Russian River tributary water rights to which the Valley may be entitled.

*Implementation Measure CF-1.1(a):* Define and confirm the “area of origin” of the Russian River’s waters. [Timeframe for completion: Immediate planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: Mendocino County Water Agency, City and County Public Works Department, Mendocino County Russian River Flood Control and Water Conservation Improvement District, State Department of Water Resources]

*Implementation Measure CF-1.1(b):* Determine water needs and demand for the end of the short-term, during the intermediate-term, and for the long-term planning period. [Timeframe for completion: Each identified planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: Mendocino County Russian River Flood Control and Water Conservation Improvement District]

*Implementation Measure CF-1.1(c):* Coordinate with all land owners and land managers within the “area of origin” of the Russian River’s waters to protect and enhance the quality and quantity of water flowing to the Russian River. [Timeframe for completion: Intermediate planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: Mendocino County Water Agency, City and County Public Works Department]

*Implementation Measure CF-1.1(d):* Coordinate with the Mendocino County Water Agency and area water purveyors to actively participate in hearings and actions involving water rights and distribution of area water. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: City Utilities, Mendocino County Water Agency, Board of Supervisors]

*Implementation Measure CF-1.1(e): Provide technical and political support to the Russian River Flood Control and Water Conservation Improvement District in its negotiations with the Sonoma County Water Agency and permitting to obtain its additional water supply in the Ukiah Valley water sub-basin of the Russian River water basin. [Timeframe for completion: Short-term planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: City Council, Board of Supervisors, Mendocino County Water Agency]*

**Policy CF-1.2:** Protect and expand existing sources for water storage.

*Implementation Measure CF-1.2(a): Investigate expanding water storage capacity in Lake Mendocino, Lake Pillsbury, the Russian River, and its tributaries. [Timeframe for completion: Intermediate planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: Mendocino County Water Agency, City Council, Board of Supervisors]*

## **G**oal CF-2: Preserve water supplies for agriculture.

**Policy CF-2.1:** Avoid actions and oppose measures which could increase the cost of water for agriculture.

*Implementation Measure CF-2.1(a): To the extent possible, work to prevent actions that would reduce water supply or increase cost of water for agriculture. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: County ♦ Agency/Department responsible: Mendocino County Water Agency, Board of Supervisors]*

## **G**oal CF-3: Promote water conservation.

**Policy CF-3.1:** Actively develop programs to decrease the need for new water sources.

*Implementation Measure CF-3.1(a): Promote water conservation to minimize the need for development of new water sources and to minimize sewer flows. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: City Utilities, Mendocino County Department of Building and Planning]*

*Implementation Measure CF-3.1(b): Ensure that all public facilities are upgraded to “low flow” fixtures, timed irrigation systems, and other conservation measures. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: City Utilities, Mendocino County Administration/Buildings & Grounds]*

*Implementation Measure CF-3.1(c): Require all private development to utilize “low flow” fixtures and other appropriate active and passive conservation programs. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: City Building Department, County Department of Planning and Building]*

## **G**oal CF-4: Improve the City water distribution system.

**Policy CF-4.1:** Work to avoid preventable water loss from the distribution system.

*Implementation Measure CF-4.1(a): Monitor water flows through the City's water system to identify areas of potential water loss and make improvements in the systems as*

necessary. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City ♦ Agency/Department responsible: City Utilities]

## **G**oal CF-5: **Consolidate duplicate public services.**

**Policy CF-5.1:** Bring water suppliers together to create a Ukiah Valley Water Service Task Force which will look for areas in which duplicate services are provided and will recommended methods for terminating the duplication.

*Implementation Measure CF-5.1(a):* Maintain and participate in a Ukiah Valley Water Task Force made up of representatives from each water agency in the Valley, including the Russian River Flood Control and Water Conservation Improvement District, the Farm Bureau, and other special districts in the Valley. [Timeframe for completion: Short planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: City Council, Board of Supervisors]

*Implementation Measure CF-5.1(b):* To the extent possible, the Ukiah Valley Water Task Force will implement the 1991 Task Force recommendations. Work through the Local Agency Formation Commission to consolidate water providers. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: City Council, Board of Supervisors]

## **4.02 Sewage disposal and wastewater treatment**

### **4.02.01 Summary of major findings**

**T**he City and County, as a special district board of director, owns the major sewage disposal system in the Ukiah Valley, the Ukiah Valley Sanitation District (UVSD). The City operates the sewage disposal facility for the district. UVSD services an area which extends into the unincorporated area. An upgrade of the facility which resulted in providing higher quality discharges was initiated in 1994. When completed, the sewage treatment facility will meet all State and Federal requirements for sewage treatment and discharge.

Currently the sewer district has the capacity to process 2.8 million gallons per day (mgd) during dry weather and 7 mgd during wet weather. The plant has different capacities for dry and wet weather because the district is allowed to release treated water into the river during wet weather. During dry weather UVSD maintains all treated water in onsite ponds.

The District uses approximately 2.3 mgd of their capacity during the dry season and all 7 mgd of their capacity during wet weather. The major reason for this difference in capacity used is due to ground water infiltration into the sewer pipes during wet weather. Many of the City's sewer pipes were installed when the system was first built, before 1900, and ground water seeps into them when the water table rises during the wet season.

The District recently completed an engineering plan for an expansion to occur over the next 12 years. It expects to increase dry weather capacity to 3.4 mgd. This is based on an assumption of the need to serve 1,000 new homes, given an assumed demand of 208 gpd per household.

Many homes and businesses outside of the City and the Sanitation District's boundaries dispose of sewage through individual onsite septic systems. Although the technology of onsite systems has improved

in recent years, Mendocino County's Environmental Health Division believes that many of these are older systems may be leaking septicage into the groundwater system.

Sewage treatment plants are very expensive to expand. Water conservation helps decrease the volume of water going into the facility thereby expanding the facilities' life and capacity. As demand increases for sewer plants to decrease their environmental impacts and expand their capacity, new technologies for sewage treatment and disposal become important. Sewage disposal facilities that release treated water into artificially created wetlands can provide a public service to the community and an enhancement of the environment.

The Ukiah Valley, in order to continue growing, must maintain a sewer treatment and disposal facility which has adequate capacity and meets water quality and quantity discharge requirements. This will require maintenance of the existing facilities and planning for future growth. This can be ensured through development of a Capital Improvements Program which reflects these needs.

In addition to the UVSD, the Calpella Water District also operates a sewage treatment facility with limited capacity serving the Calpella Rural Community and portions of the surrounding area.

The Ukiah Valley Task Force was concerned about the extent of urban growth pressures in the Valley and outside of one of the two sanitation districts. The Task Force recommended that sewage treatment facilities and districts be consolidated into the UVSD. Additionally, the Task Force recommended that the current Ukiah Valley Sanitation District Board, which consist of the Board of Supervisors and City Council, be reorganized into an elected five member board representing various districts or zones within the Valley.

Further, the Task Force recommended that the Sanitation District's sphere of influence be defined. Over the years, the UVSD has basically expanded "on demand" creating a boundary that meanders through the Valley and on both sides of the Russian River. The Task Force recommended that the District work with the Local Agency Formation Commission (LAFCo) to prepare a logical Sphere of Influence to include the urban growth areas defined in the General Plan.

#### **4.02.02 General Plan goals, policies, and implementing programs**

##### **G**oal CF-6: **Maintain quality sewage treatment and disposal services.**

*Policy CF-6.1:* Maintain an adequate level of service in the City's sewage collection, treatment and disposal system to meet the needs of existing and projected development and all State and Federal regulations.

*Implementation Measure CF-6.1(a):* Ensure that the sewage disposal system has adequate funds and programs for maintenance, upgrades when required, and day-to-day operations to properly serve the community now and in the future. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City ♦ Agency/Department responsible: City Utilities, City Council and Board of Supervisors]

*Implementation Measure CF-6.1(b):* Comply with all State and Federal regulations relating to treatment and storage methods and the quality of the final product. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: City Utilities, County Public Works, City Council, Sanitation Board of Directors]

## **G**oal CF-7: Protect groundwater quality through modern sewage disposal.

*Policy CF-7.1:* Extend boundaries of the Ukiah Valley Sanitation District.

*Implementation Measure CF-7.1(a):* Extend the boundaries of the Sanitation District and provide services to those urban areas of the Valley which have been documented as in need of sewer service as a means of protecting groundwater. [Timeframe for completion: Intermediate-term planning period ♦ Measure applies to: Sanitation District ♦ Agency/Department responsible: Sanitation Board of Directors (City Council and Board of Supervisors)]

*Implementation Measure CF-7.1(b):* Development of individual septic systems shall be permitted in rural areas when the Sanitation District cannot feasibly provide sewer service. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: Planning Commission, Environmental Health]

*Implementation Measure CF-7.1(c):* Work with the Local Agency Formation Commission to prepare a logical service area and sphere of influence for the Ukiah Valley Sanitation District that coincides with the urban development areas identified in the Land Use Element. [Timeframe for completion: Short-term planning period ♦ Measure applies to: City and County as operators and administrators of the Ukiah Valley Sanitation District ♦ Agency/Department responsible: City Council and Board of Supervisors]

*Policy CF-7.2:* When possible implement new and innovative sewage treatment systems.

*Implementation Measure CF-7.2(a):* Develop a treatment system that uses environmentally sensitive concepts to promote wetlands for bird/wildlife refuge and is accessible to the public. [Timeframe for completion: Long-term planning period ♦ Measure applies to: Sanitation District ♦ Agency/Department responsible: Sanitation District, City Utilities]

## **4.03 Public health and medical care**

### **4.03.01 Summary of major findings**

**R**esidents in the Ukiah Valley have access to a broad variety of medical care including both conventional and alternative health-care methodologies. It is to the benefit of the community to maintain and enhance this diversity of choice. Also located in the City are two hospitals, owned by Adventist Hospitals. Currently these hospitals operate at around 75 percent of capacity. No sizable increase in demand is expected to occur during the next twenty years.

People with an inability to pay for private medical services may receive medical care through the County Health Department. Additionally, several non-profit organizations provide health care support and educational services to specific populations within the County (farmworkers, victims of domestic violence, as examples).

The City and a private carrier provide ambulance services and public safety personnel with emergency medical training (EMT) to City residents. Fire districts in the unincorporated area have personnel with EMT certificates. The City's ambulances are used in the Valley for emergency transport through a mutual aid program.

The Mendocino County Emergency Medical Services (EMS) Department and County Health Department provide training, emergency response planning, and other service related to public health

emergencies. Participation by many of the public safety agencies in the Valley and County is coordinated through EMS. Additional emergency medical training can be coordinated and encouraged by the EMS through the use of local education programs, such as the Mendocino Community College.

In 1991, prior to the City's involvement in emergency medical response and transportation, the Ukiah Valley Task Force expressed concern about the different ambulance companies and their varying styles and quality of care. The City's involvement has improved service to the Valley through standardization of the procedures from first response to hospital transfer.

#### **4.03.02 General Plan goals, policies, and implementing programs**

**G**oal CF-8: **Maintain effective, fast, and dependable emergency medical response in the Valley.**

*Policy CF-8.1:* Coordinate emergency medical services between agencies.

*Implementation Measure CF-8.1(a):* Achieve a coordinated response to incidents involving multiple agencies by developing a central dispatch for all Emergency Medical Response, Fire and Law Enforcement in the valley. [Timeframe for completion: Short-term planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: City Public Safety, County Emergency Medical Services]

*Implementation Measure CF-8.1(b):* Adopt a *First Responders Medical Care* ordinance to provide for pre-hospital transportation standards. [Timeframe for completion: Short-term planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: City Public Safety Department, County Emergency Medical Services]

*Implementation Measure CF-8.1(c):* Develop programs for the training, professional growth, and monitoring of standards for pre-hospital care personnel including EMT II and Paramedics. [Timeframe for completion: Short-term planning period ♦ Measure applies to: County ♦ Agency/Department responsible: Emergency Medical Services]

**G**oal CF-9: **Promote good personal health.**

*Policy CF-9.1:* Help reduce public health costs through education and support programs that encourage personal knowledge of prevention and self-treatment of medical problems.

*Implementation Measure CF-9.1(a):* Promote and support organizations which are concerned with health issues and that provide information to citizens to educate themselves about these issues. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: City Council, Board of Supervisors]

#### **4.04 Public facilities for the community**

##### **4.04.01 Summary of major findings**

The City has an extensive number of public and private facilities that are available for meetings and general public use. These range from conference rooms in local businesses, to space in educational facilities, to the Ukiah Valley Conference Center that opened in Downtown Ukiah in 1994.

The development of this General Plan has highlighted the need for public space as a method of encouraging and facilitating public involvement in community issues. It is more cost effective in terms of capital, operations, and maintenance costs to upgrade current facilities rather than build new competing facilities.

As valley agencies expand their facilities opportunities, exist to provide for even more public meeting space. For example, if additional space is added to the airport, consideration could be given to including a meeting room.

The majority of the existing meeting facilities are centralized in Downtown and the north end of Ukiah. While facilities are scattered throughout the Planning Area, the south end of the City and the area immediately south of the City limits lack adequate community meeting space. The only meeting room available to these areas is at the Ukiah Valley Fire District building on South State Street.

Eventually, a free standing multi-purpose community meeting center for special events and community functions could be an asset to the area. Such a facility could service multiple goals for the valley, including providing a community recreation center.

#### 4.04.02 General Plan goals, policies, and implementing programs

##### **G**oal CF-10: Ensure adequate community meeting facilities.

*Policy CF-10.1:* Develop or identify adequate and appropriate community facilities available for public meetings and cultural activities.

*Implementation Measure CF-10.1(a):* Prepare and make accessible to the public a comprehensive inventory of available facilities in the community which are open for use by public groups. [Timeframe for completion: Short-term planning period ♦ Measure applies to: City ♦ Agency/Department responsible: Parks and Recreation, Community Services]

*Implementation Measure CF-10.1(b):* Develop a County/City/business network within the community to coordinate the use of existing facilities. [Timeframe for completion:

**Table V.4-14: Sampling of Community meeting rooms**

Facility	Capacity
Ukiah Valley Conference Center	up to 900
Carl Purdy Hall	2,000
Buddhist University	800
Ukiah High School	750
Frank Zeek School	380
Ukiah City Hall	210
Mendocino Community College	up to 400
Ukiah Playhouse	160
American Savings Bank	60
West America Bank	10-12
Mendocino Savings Bank	15-20

Short-term planning period ♦ *Measure applies to: City ♦ Agency/Department responsible: Parks and Recreation, Community Services*]

**Policy CF-10.2:** Support the multiple use of facilities.

*Implementation Measure CF-10.2(a):* As the community's needs grow and existing facility use is maximized, design, fund, construct, and develop a multi-purpose community center. [Timeframe for completion: Intermediate-term planning period ♦ *Measure applies to: City ♦ Agency/Department responsible: Parks and Recreation*]

## 4.05 Public Education

### 4.05.01 Summary of major findings

The Ukiah Unified School District services the Planning Area, providing classes from kindergarten through 12th grade. The District is made up of six elementary schools, two middle schools, one high school, and one continuation high school.

The District is currently operating near capacity. The District's 1994 *Developer Fee Justification Study Update* states that the District's 1993-1994 student capacity was 6,750 students. During the '93-'94 school year the District had 6,747 students enrolled, three less than capacity. By implementing year-round education in two additional elementary schools (for a total of four year-round schools, the District will increase their total enrollment capacity to 7,000 students for the 1994-1995 school year. Even with this increase in capacity, the District is projecting enrollment will begin to exceed capacity in '94-'95. Because the Ukiah Valley is experiencing growth and is expected to continue to grow during the life of this General Plan, the discrepancy between enrollment and capacity is expected to worsen every year until additional capacity is added to the District.

The *Developer Fee Justification Study Update* assumes that capacity can only be added through construction of additional structures. The impact cost per square foot of new residential construction within

the district is estimated at \$5.39. Currently, the State's fee is set at \$1.72 per square foot for new residential construction which creates a shortfall of \$3.67 for full mitigation. The District may negotiate with the developers of specific projects, on a project-by-project basis, to receive compensation which more accurately reflects the proposed development's impact on District facilities.

**Table V.4-15: Valley Schools**

Elementary Schools	Location
Nokomis	Ukiah
Oak Manner	Ukiah
Frank Zeek	Ukiah
Yokayo	Ukiah
Hopland	Hopland
Calpella	Calpella
Middle Schools	
Pomolita Middle School	Ukiah
Redwood Valley Middle School	Redwood Valley
High Schools	
Ukiah High School	Ukiah
South Valley Continuation High	Ukiah

The City and County governments can help the District to provide the educational facilities necessary to accommodate enrollment growth over the life of the General Plan by supporting the District's efforts to obtain funding. Additionally, the environmental document for

any project having the potential to increase student enrollment within the District should be referred to the District for their review and comment. If, as a responsible agency, the District determines that a project has the potential to significantly impact them, they can require appropriate mitigation measures.

Also located within the Ukiah Valley is Mendocino College. Mendocino College is part of the State's Community College system. The campus is located outside of both the city limits and sphere of influence of Ukiah. The College offers three semesters of classes each year and services approximately 6,000 students, the majority of whom attend part time. The College benefits the area by sponsoring social and cultural events, helping to train people for work within the local job market, and by providing a local opportunity for higher education.

#### 4.05.02 General Plan goals, policies, and implementing programs

**G**oal CF-11: **Ensure adequate public school facilities necessary to sustain a quality learning environment as the population of the Planning Area increases.**

*Policy CF-11.1:* Support the efforts of the Ukiah Unified School District to provide adequate educational facilities for the Planning Area's increasing youth population.

*Implementation Measure CF-11.1(a):* The Ukiah City Council and the Mendocino Board of Supervisors shall work with the Ukiah Unified School District to obtain funding to provide additional facilities necessary to accommodate projected enrollment. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: City Council and Board of Supervisors]

*Policy CF-11.2:* Consider potential impacts on the Ukiah Unified School District during the review of discretionary projects.

*Implementation Measure CF-11.2(a):* The environmental document for all discretionary projects which have the potential to impact the Ukiah Unified School District shall be referred to the District as a Responsible Agency under CEQA for review and comment. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: City Planning Department and County Department of Planning and Building]

*Implementation Measure CF-11.2(b):* City and County staff will work with District staff to negotiate appropriate mitigation measures for any project which has the potential to significantly negatively impact the District. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: City Planning Department and County Department of Planning and Building]

*Implementation Measure CF-11.2(c):* Where a project has a significant negative impact on the District's capacity to accommodate the resulting enrollment growth, the City and County will condition project approval subject to agreed mitigation measures between the developer and the District. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: City Council and Board of Supervisors]

*Policy CF-11.3:* Coordinate public schools with community facilities and land uses.

*Implementation Measure CF-11.3(a):* Working with the School Districts, attempt to utilize accepted planning practices to determine appropriate future school sites to be

compatible with the character of neighborhoods. . [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: City Council and Board of Supervisors]

*Implementation Measure CF-11.3(b): Locate schools in coordination with transportation and land use plans, avoid highly trafficked areas and facilitate use of community parks and other public facilities by schools. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: City Council and Board of Supervisors]*

## **G**oal CF-12: **Maintain the importance of Mendocino College within the Ukiah Valley.**

*Policy CF-12.1: Support the presence of Mendocino College within the Ukiah Valley.*

*Implementation Measure CF-12.1(a): Work with staff from the College to keep the State aware of the importance of maintaining Mendocino College within the Valley. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: City Council and Board of Supervisors]*

## **4.06 Cemetery District**

### **4.06.01 Summary of major findings**

**T**he Russian River Cemetery District operates a 47-acre burial ground on Low Gap Road in Ukiah. Sixty-three percent of the land, 30 of the 47 acres, is in use. The plot density of the cemetery is 1,200 plots per acre. The cemetery has “life span” to meet Valley burial needs for well beyond the long-term planning period.

### **4.06.02 General Plan goals, policies, and implementing programs**

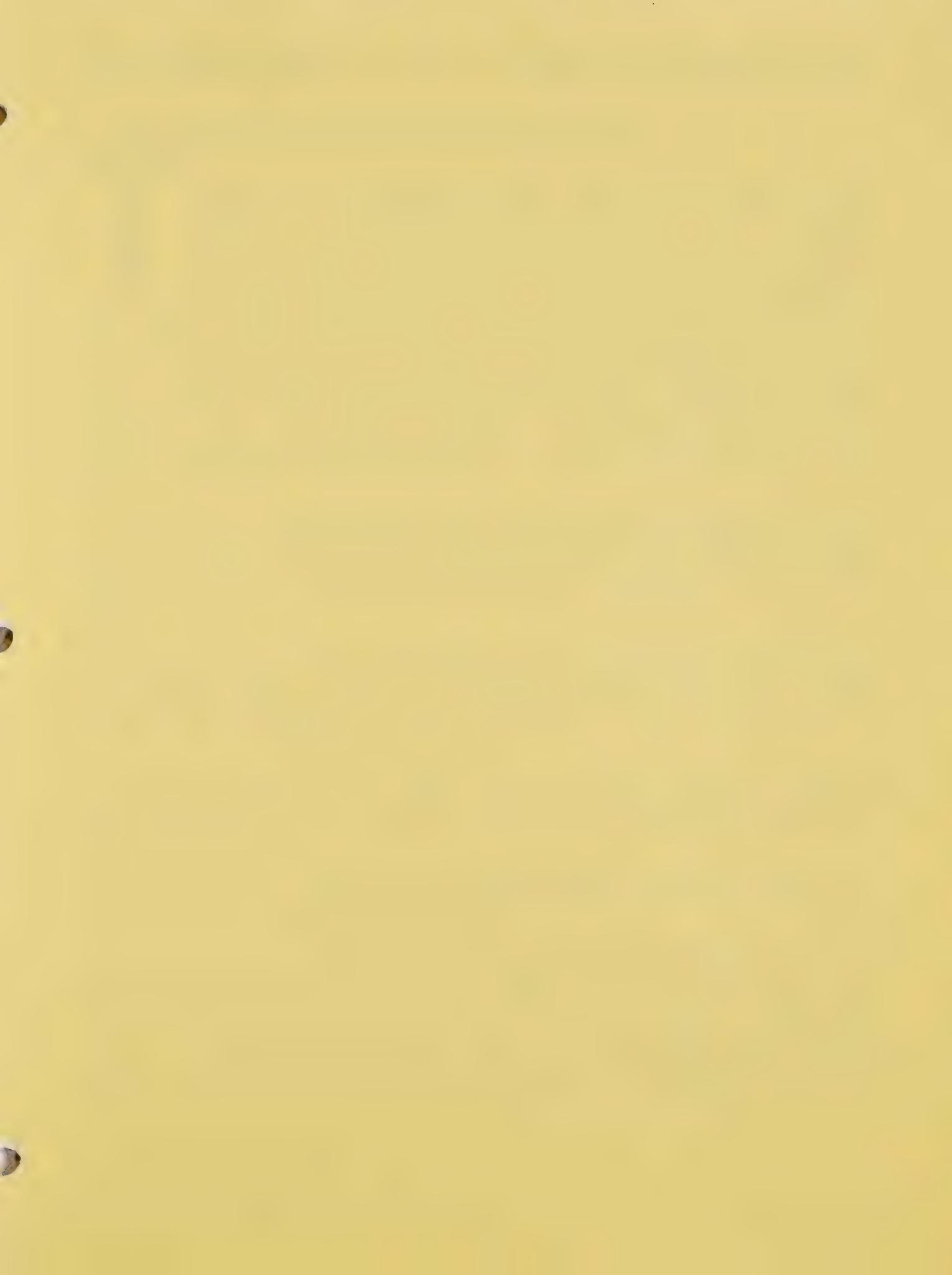
## **G**oal CF-13: **Support the growing needs of the cemetery district.**

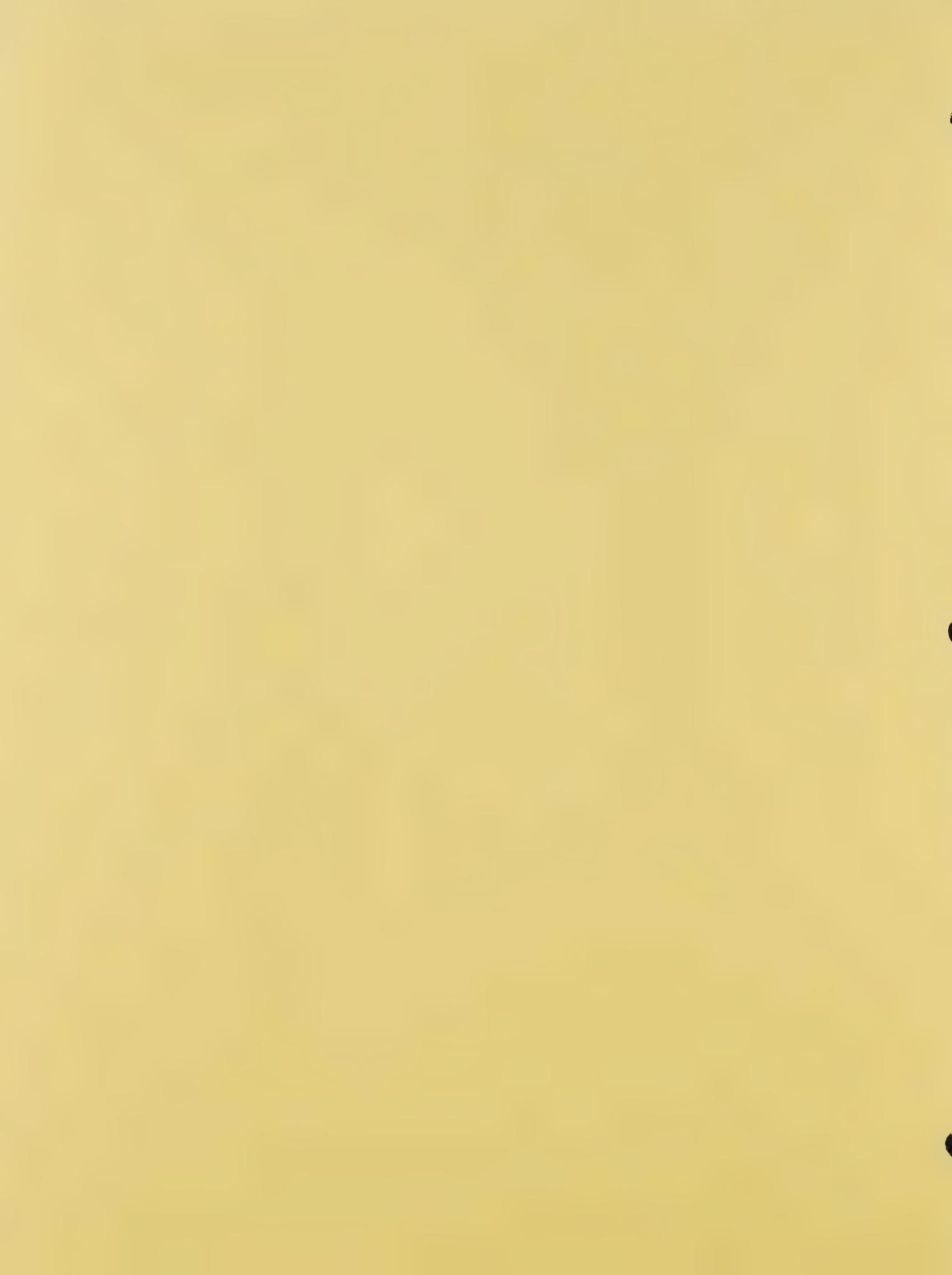
*Policy CF-13.1: Work with the District to accomplish its long-term goals.*

*Implementation Measure CF-13.1(a): The City and County shall be responsive to the needs of the Russian River Cemetery District in terms of protecting its lands and future sites from incompatible development.*









## 5 CIRCULATION AND TRANSPORTATION

**T**HE *CIRCULATION ELEMENT* IS ONE of the seven mandatory General Plan elements. First required in 1955, the Circulation Element is the oldest of California's planning requirements. The Element is an infrastructure plan that focuses on the "...circulation of people, goods, energy, water, sewage, storm drainage, and communications through the City."<sup>5</sup> Although all elements of the General Plan have equal weight, the Circulation Element's relationship to the Land Use Element is one of the most important in terms of General Plan consistency standards. The relationship between these two elements has been the subject of some of the most significant General Plan court rulings. The Ukiah Circulation and Transportation Element addresses the street and transportation network with its emphasis on the movement of people and products. The infrastructure related to utilities, communications, and storm drainage is addressed in the Open Space and Conservation Element. Energy issues are addressed in the Energy Element. Dependence upon the automobile contributes to the deterioration of air quality in the Ukiah Valley. Air quality issues must be considered a significant part of transportation planning. For specific policies related to air quality issues, see the Open Space and Conservation Element.

The system of streets and roads that is the outcome of the Circulation and Transportation Element influences the patterns of land use in the Ukiah Valley. Settlement patterns throughout the history of the area have been based on movement of people and products. How this network is developed has impacts on air quality, plant and animal habitat, noise, energy consumption, and the locations of future homes and businesses.

The economic well-being of the area requires movement of materials, products, ideas, and information from one point to another. The Circulation and Transportation Element — in conjunction with other General Plan elements — addresses a comprehensive infrastructure. It deals with the economic backbone of the area in making sure that people and products connect — whether by vehicle, computer, telephone, power line, or pipeline.

The circulation system serves all members of the community. It is an integral part of the Valley's social fabric linking friends to friends, people to jobs, homes to shopping, businesses to supplies, and families to entertainment. The ability to get from one place to the next is a major ingredient of the quality of life in the Ukiah area.

### 5.01 *The role of transportation issues in project review*

#### 5.01.01 *Summary of major findings*

**A**s the City grows and more growth occurs in the unincorporated Ukiah Valley, the need for an efficient transportation system that can carry existing and future traffic is of crucial importance. One means of increasing the capacity of the existing system is to consider all forms of transportation when making circulation network-related land use decisions. Planning that respects the small town quality of life in Ukiah will retain the intimacy of streets that attract pedestrian usage. Maintaining a balance between the various options to vehicular access during the planning process ensures that getting from home to work, shop, or play is convenient and easy without the automatic need for a car.

<sup>5</sup>*General Plan Guidelines*, p. 82.

The cost of road improvements that serve both specific projects as well as general traffic needs is one of the most expensive components of development. As the Valley has grown, there has been a tendency

to reduce or even avoid road improvement requirements on new subdivisions and other projects because of the cost burden. In a growing California rural community, this is not unusual. Additionally, local Valley government has had a hard time visualizing what type and style of road improvements would be needed in an area that is just beginning to be developed. Very little attention has been paid to the need to include bikeways, pedestrian access, and varieties of public transit in newly developing areas.

#### ***Explanation V.5-VIII: "Street" vs. "road," a guideline***

In general, the word "street" refers to the vehicle route that is within the City of Ukiah or an unincorporated town area, such as Calpella. A "road" is a vehicle route located in rural areas.

Routes within the State-maintained system are general called "highways" or "freeways," and may be denoted with a "US" (Federal), "SR" (State Route), or "Hwy" (highway) prefix (i.e., SR 253, US 101).

To avoid repetition in the prose of the General Plan's findings, "street" and "road" are used interchangeably unless the text specifies "City street" or "county road." In the Goals, Policies, and Implementing programs, whether the sentence applies to City streets, County roads, or both will be specified.

certain times of the day. Other neighborhoods have connecting streets in a less than congruous pattern, resulting in through traffic being forced into residential areas. Prior programs of installing traffic signs on a "by request" basis has created traffic flows which are not smooth.

Recent road improvements attempt to counterbalance the lack of future capacity through a program of wide streets which may inappropriately encourage higher speeds and remove trees or natural area landscaping that enhance much of the area's rural character. The Circulation and Transportation Element is intended to provide long-term traffic solutions while maintaining the area's friendly, small scale character.

The need is to accommodate an ever-increasing volume of traffic without forcing private developers, the City, or the County into expensive road improvements. Non-traditional approaches to increasing capacity should be considered as a part of the planning process prior to undertaking expensive and urban-appearing street improvements. Simply accommodating cars first and looking for alternatives afterwards short changes opportunities for alternate transportation and a more spontaneous, diverse, and lively community. Air quality, land use, and circulation are closely interrelated. A commitment to reducing the primacy of the automobile is a key to effective transportation planning and will make the most of current capacities.

Many times, local governments assume that when the need occurs, the financing will fall into place. Prior to the adoption of the California Tax Reform Initiative (commonly called "Proposition 13"), it was possible to quickly and easily pass a bond measure, special tax, or other financing mechanism to pay for needed improvements. When Proposition 13 prohibited the public financing flexibility, many local communities were faced with a dual problem. First, some basically "raw land" subdivisions were beginning to develop, only now no means of generating the funds to improve the roads existed. Secondly, it was difficult to anticipate when the need for improvements would take place. Local governments hoped that as time passed, the California legislature would provide opportunities to finance needed infrastructure. In fact, what has occurred since 1978 is fewer opportunities for financing local infrastructure costs.

Banking on future improvements has caused, in some portions of the Planning Area, street capacities to be reached during

Methods of improving traffic flows, changing locations and types of stop signs, traffic signals, and other hindrances to free traffic flow can help increase the capacity of intersections and street segments. Routing traffic to avoid conflicts with free flow through controlled access, shared driveways, and separation of bicycle lanes from traffic provide opportunities to more safely and efficiently move traffic through the Planning Area.

Real alternatives, so that Valley residents and visitors can select from a variety of transportation modes, are needed in the Ukiah Valley. Alternative transportation methods may be selected for health or safety reasons, for convenience or necessity, for social reasons, or for just plain fun. Creative, responsible transportation planning requires the involvement of the community. This Plan envisions that the City and County will be proactive in developing and modeling parallel forms of transportation and fully encourage citizen participation in the process.

An appealing, safe, system of connected and direct paths for bicycles and pedestrians are to be developed during the life of the General Plan in order to reduce the negative impacts associated with transportation — such as the use of non-renewable resources, creation of stormwater and air pollution, and traffic congestion.

Developments with cul-de-sacs and greenbelts can include a separate network of bicycle and walking paths avoiding streets and traffic conflicts. The attractiveness, safety, and directness of a separate network encourages people to leave their cars at home and use alternate transportation.

#### 5.01.02 General Plan goals, policies, and implementing programs

**G**oal CT-1: Consider all types of circulation and transportation issues in land use decisions.

*Policy CT-1.1:* Land use entitlements shall be based on the classification<sup>6</sup> and capacity of the street or road providing primary access.<sup>7</sup>

#### ***Explanation V.5-IX: Impact fees and the "rational nexus"***

Many communities have turned to the use of "road mitigation impact fees" as a means of collecting funds to pay for the cost of off-site road improvements that are generated by a proposed project.

An "impact fee" is a cost imposed on a project to collect the cost of the project's "proportional impact on an intersection or road system." The proportional impact is usually determined through a formula established by ordinance after being enabled within the General Plan.

The project developer — if an ordinance is in place — may be charged only for the cost of improvements *directly related* to the project. The relationship between the project's *impact* and the *extent of improvements* is called the "*rational nexus*."

In some cases, the intersection or road segment has deficiencies in design or capacity that result in problems with existing traffic. Although some jurisdictions have required developers to "make up the difference and build the project-related improvements," this is not legal in California.

<sup>6</sup>Street classifications: Freeway, arterial, collector, residential, and rural are defined later in the Circulation Element. In addition, the capacity of a road to move a volume of traffic is also defined in that section.

<sup>7</sup>*Primary access* means the actual road from which traffic entering a parcel will turn into the driveway or parking lot from a public street or road.

*Implementation Measure CT-1.1(a):* Population density and building intensity<sup>8</sup> entitlements of the Land Use map shall be based on the classification of the street from which access to a parcel shall be derived. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: City Planning Department, County Planning and Building Department]

*Implementation Measure CT-1.1(b):* Approval of land use entitlements shall be conditioned upon an integrated circulation system which fully takes into account the efficient use of autos, transit, bicycles, and walking and:

- (a) an existing capacity which will not be exceeded by the proposed project; or
- (b) a time specific commitment by the proponent to construct improvements necessary to provide the capacity needed to serve the proposed project; or
- (c) a time specific commitment by the proponent to contribute the project's fair share to the cost of improving access to provide as a minimum standard the capacity needed to serve the proposed project as a minimum road improvement standard. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: City Planning Department, County Planning and Building Department]

*Policy CT-1.2:* City and County Staff shall include traffic and circulation information in staff reports to their respective Planning Commissions.

*Implementation Measure CT-1.2(a):* Among the environmental issues assessed for all discretionary projects, the City and County Staffs shall include an analysis of a project's traffic and circulation impacts and present recommended findings in written staff reports. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: City & County Planning]

*Policy CT-1.3:* All proposed development<sup>9</sup> shall be reviewed for its immediate and cumulative transportation impacts.

*Implementation Measure CT-1.3(a):* The City and County shall ensure that any impact fee programs are designed to fairly apportion Development Impact fees. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: City Planning Department, County Planning and Building Department]

*Implementation Measure CT-1.3(b):* Impact fees, if charged, may be utilized to fund all development related types of transportation projects — including those which reduce the use of vehicles with only one occupant. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: Public Works]

<sup>8</sup> "Population density and building intensity" is a combined term that will be used extensively in the Circulation and Land Use elements. The terms are required as a result of major General Plan litigation. *Population density* means the number of persons per acre or unit of land area. *Building intensity* means the number of dwelling units or developed structures per acre or unit of land area. For non-residential projects, the intensity tends to be reflected as "lot coverage" or "floor area ratio." These terms will be defined in the land use element.

<sup>9</sup> "Development" means the improvement of land for the purposes of accommodating land use. "Proposed development" means the act of approving a land use entitlement such as — and not limited to — a building permit for any new construction that generates traffic, tentative subdivision, minor subdivision or parcel map, conditional use permit, planned development permit, or site development permit. The term proposed development does not apply to a building permit for one single family home proposed on an undeveloped existing parcel with a density permitting one single family residence.

## Goal CT-2: Maximize the use of existing streets and circulation patterns.

**Policy CT-2.1:** Avoid premature widening by seeking other methods of increasing capacity on existing street or road sections segments.

*Implementation Measure CT-2.1(a):* During the short-term planning period, complete a traffic study to make recommendations for the purpose of increasing traffic capacity and improving level of service on Planning Area roads. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: City and County Public Works]

*Implementation Measure CT-2.1(b):* Prior to allocating capital funds for individual road widening projects, require a traffic study for the area proposed for widening to determine the relative merits of alternatives that would increase traffic capacities. If there are one or more alternatives that would increase traffic capacities or improve levels of service without widening the road they shall be implemented. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: City and County Public Works]

*Implementation Measure CT-2.1(c):* Consider the use of one-way street couplets<sup>10</sup> to improve traffic flows on the existing street system. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: City and County Public Works]

**Policy CT-2.2:** Encourage development along existing roads with available capacity and appropriate zoning prior to locating development in areas which require new transportation facilities.

*Implementation Measure CT-2.2(a):* In assigning population density and building intensity in the Land Use Element, ensure that the higher densities and intensities are located on roads with existing capacity prior to increasing density and intensity on roads that would require new transportation facilities. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: City Planning Department, County Planning and Building Department]

**Policy CT-2.3:** Encourage new mixed use along High Intensity Development Corridors<sup>11</sup> (HIDC).

*Implementation Measure CT-2.3(a):* The following corridors are to be considered HIDCs for purposes of working with the Mendocino County Air Quality Management District, Mendocino Transit, Authority, City, and County for purposes of creating development designed to support alternative transportation and reduce reliance on single occupancy vehicles. HIDCs are defined as State Street, Dora Street, Washington Street, Standley Street, Talmage Road, and Perkins Streets in the City and Sphere of Influence, and North State in the Planning Area. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: Planning Department, County Department of Planning and Building]

<sup>10</sup>Street couplets are pairs of one-way streets that combined serve as a two-way street. Standley and Perkins are a one-way couplet.

<sup>11</sup>"HIDC"s are areas within the City where high intensity development — multi-family, commercial, and industrial development occurs. Primarily it refers to State Street and other major collectors and arterials. HIDCs also comprise most transit corridors.

## **G**oal CT-3: **Design new development and redevelopment projects to be as accessible by foot, bicycle, and transit as they are by auto.**

*Policy CT-3.1:* New development and Redevelopment projects shall specifically include plans for pedestrian facilities, bike lanes, bike racks, and transit stops.

*Implementation Measure CT-3.1(a):* Working with the Mendocino Transit Authority and other appropriate agencies, the City and County shall include in the Land Development Code a menu of options to facilitate and encourage alternate modes of travel and transportation. [Timeframe for completion: Ongoing planning period ◆ Measure applies to: City and County ◆ Agency/Department responsible: City Planning Department and County Department of Planning and Building]

## **G**oal CT-4: **Provide for needed rights-of-way and resolve other traffic impacts from development.**

*Policy CT-4.1:* Acquire rights-of-way for transportation and circulation as a condition of project entitlements.

*Implementation Measure CT-4.1(a):* Require an offer of rights-of-way dedication as a condition of project approval. [Timeframe for completion: Ongoing planning period ◆ Measure applies to: City and County ◆ Agency/Department responsible: City Planning Department, County Planning and Building Department]

*Implementation Measure CT-4.1(b):* Require that offered right-of-way include adequate width and land area to accommodate all forms of transportation, not merely roadway cross-sections. [Timeframe for completion: Ongoing planning period ◆ Measure applies to: City and County ◆ Agency/Department responsible: City Planning Department, County Planning and Building Department]

*Implementation Measure CT-4.1(c):* Acquisition of rights-of-way shall be directly related to the proposed project. [Timeframe for completion: Ongoing planning period ◆ Measure applies to: City and County ◆ Agency/Department responsible: City and County Public Works Departments]

## **G**oal CT-5: **Maintain an ongoing periodic evaluation process to inventory traffic and other circulation needs.**

*Policy CT-5.1:* Conduct traffic studies in association with required updates to the Regional Transportation Plan to update the General Plan and appropriately update and amend the Circulation and Transportation Element.

*Implementation Measure CT-5.1(a):* The traffic studies shall, at a minimum, assess the need to provide additional future roadway width based on the long-term projected traffic, transit, bicycle paths, and pedestrian access needs. [Timeframe for completion: Ongoing planning period ◆ Measure applies to: City and County ◆ Agency/Department responsible: City and County Public Works Departments]

*Implementation Measure CT-5.1(b):* Use the results of the traffic studies to update the Circulation and Transportation Element of the General Plan as appropriate. [Timeframe for completion: Ongoing planning period ◆ Measure applies to: City and County ◆ Agency/Department responsible: City and County Public Works Departments]

*Implementation Measure CT-5.1(c): Revise the projected road right-of-way needs upon completion of each review and update of the Circulation and Transportation Element. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: City and County Public Works Departments]*

*Policy CT-5.2: Develop a system for evaluating other forms of transportation within the Valley.*

*Implementation Measure CT-5.2(a): Revise the projected alternative transportation right-of-way needs upon completion of each element review and update of the Circulation and Transportation Element. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: City and County Public Works Departments]*

*Implementation Measure CT-5.2(b): The periodic studies shall include an analysis of how people are moving from one point to another and by what transportation mode. The results of this analysis will be used by the City and County planners to provide adequate, safe alternative transportation routes. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: City and County Public Works Departments]*

*Implementation Measure CT-5.2(c): During the short-term planning period with cooperation and funding by the Mendocino County Air Quality Management District, help prevent unacceptable pollution levels by developing a system to evaluate alternative transportation infrastructure needs. [Timeframe for completion: Short-term planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: Mendocino Air Quality Management District, City and County Planning]*

*Implementation Measure CT-5.2(d): The City and County shall work with the Mendocino Council of Governments (MCOG) to develop and prepare an internodal computer travel model. [Timeframe for completion: Short-term planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: City and County Public Works Departments]*

## **5.02 Alternative modes of transportation**

### **5.02.01 Summary of major findings**

**S**ince our society relies almost exclusively on the use of single occupant vehicles for transportation, thirty to forty percent of all land in urban areas must typically be dedicated to autos, streets and parking.<sup>12</sup> Acquisition of land for new streets and widening of existing streets is expensive. The proliferation of individual vehicles also creates noise and many forms of pollution.

Developing bicycle and pedestrian paths as an attractive, integrated part of the transportation system can enhance the quality of life in the City and County. Easy to use paths, with convenient secured bicycle parking, and safe travel ways will encourage people to use bikes or walk on short trips and errands. A bicycle and pedestrian transportation system can be combined for both transportation and recreational purposes. Recreational bicycle use is addressed in the Parks and Recreation Element.

Other transportation alternatives include car pools, ride-sharing, increased use of public transportation, or other methods of multiple persons using the same vehicle. Encouraging alternatives to

<sup>12</sup>Steve Nadis and James J. MacKenzie, Car Trouble (Boston, MA: Beacon Press, 1993), p. 12.

single-user vehicles delivers a number of benefits to the Valley. First, fewer vehicles on the road reduces the vehicle emissions helps to maintain air quality. Second, the need for road widening or other road improvements may be deferred by lessening congestion.

The Mendocino Transit Authority (MTA) provides a local and county-wide bus transit service. Currently, a fixed route service is provided within the City of Ukiah and to other Mendocino County communities. MTA also operates a Dial-a-ride service. The service runs as a "taxi" seven days a week and serves the entire Ukiah area. Other limited regional transit service is offered by such carriers as Greyhound, Santa Rosa Airporter and Amtrak's feeder bus with connections to San Francisco and Eureka.

Improving the safety, location, and appearance of pedestrian access can increase and encourage walking for short errands. Sidewalks with shade in the summer cut down the blast of heat off the pavement. Separating pedestrian paths from the street with landscaping or even a bicycle lane or parking provide walkers with a greater sense of safety. Walking can be encouraged through providing a pedestrian path network connecting residential neighborhoods to each other and commercial areas, as well as providing shortcuts even when not interconnected by streets.

The Ukiah Unified School District operates school busses throughout the Planning Area. Although the busses transport students to public schools, the transit mode is not technically considered public transit. However, new residential development design needs to consider convenient, safe locations for pick-up and drop-off of school children.

Although electric or natural gas vehicles are not an alternative mode of transportation, but rather an alternative fuel source, by the year 1998, California will require that the total vehicle sales by each motor vehicle manufacturer include a minimum percentage of zero emission vehicles. Although a minimum of three percent was set in state law, the number may be changed as a result of pending litigation. Policies related to alternative fuels are in the Energy Element, Chapter IV.4 of the General Plan.

## 5.02.02 General Plan goals, policies, and implementing programs

### **G**oal CT-6: Increase the use of bicycle transportation.

*Policy CT-6.1: Work with the Mendocino Council of Governments to develop a safe and integrated circulation system of routes for bicycle transportation.*

*Implementation Measure CT-6.1(a): Utilize the Land Development Code to ensure that there is secure and safe parking for bicycles in new parking facilities. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: City Planning Department, County Building and Planning Department]*

*Implementation Measure CT-6.1(b): Develop incentives to encourage retrofitting parking lots for bicycle parking. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: City Planning Department, Mendocino Council of Governments or Mendocino County Air Quality Management District]*

*Implementation Measure CT-6.1(c): During routine street cleaning and maintenance, ensure that bicycle lanes — when developed, signed, or striped — are maintained for safe usage. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: City and County Public Works Departments]*

**Implementation Measure CT-6.1(d):** During the short-term planning period, work with local civic groups to create an “Adopt-a-Bikelane” program. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: City and County Public Works Departments]

**Policy CT-6.2:** Promote the use of bicycles as a viable and attractive alternative to cars.

**Implementation Measure CT-6.2(a):** During the short-term planning period for incorporation into the five year update, develop a plan to extend a system of bicycle lanes and pathways and important locations in the Planning Area. [Timeframe for completion: Short-term planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: City and County Public Works Departments]

**Implementation Measure CT-6.2(b):** Provide incentives and technical support to encourage employers to provide convenient, safe, and secure bicycle parking at places of employment. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: City Planning Department and Mendocino Council of Governments or Mendocino County Air Quality Management District]

**Policy CT-6.3:** Provide bicycle lanes or paths along major streets.

**Implementation Measure CT-6.3(a):** Require that streets linking residential areas with school facilities and shopping areas be designed to include bicycle lanes. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: City and County Public Works Departments]

**Implementation Measure CT-6.3(b):** Consider bicycle operating characteristics in the design of intersections and traffic control systems and include appropriate features in intersection design standards. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: City and County Public Works Departments]

**Policy CT-6.4:** Promote safe bicycle usage.

**Implementation Measure CT-6.4(a):** Through the Public Safety Department, maintain an educational program promoting bicycle use and bicycle safety. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: City Department of Public Safety and County Sheriff]

**Implementation Measure CT-6.4(b):** Enforce bicycle safety regulations. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: City Department of Public Safety and County Sheriff]

## **G**oal CT-7: Develop pedestrian access.

**Policy CT-7.1:** Treat pedestrian access as an integrated part of all road improvements within the City and within urbanized development areas of the County.

**Implementation Measure CT-7.1(a):** Utilize incentive programs to encourage attractive pedestrian access to all developed areas. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: City Planning Department, County Building and Planning Department]

*Implementation Measure CT-7.1(b): Pedestrian walkways shall be integrated and designed to provide direct access between areas. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: City Planning Department, County Building and Planning Department]*

*Implementation Measure CT-7.1(c): Pedestrian access standards in the Land Development Code shall require sidewalks or paths to be separated from auto travel lanes by an appropriate combination of grade separations, parking lanes, or landscaping. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: City Planning Department, County Building and Planning Department]*

*Implementation Measure CT-7.1(d): Pedestrian access shall be accessible to the handicapped with appropriate curb cuts, grades, and ramps. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: City Planning Department, County Building and Planning Department]*

*Implementation Measure CT-7.1(e): Pedestrian access design standards shall be included in the Land Development Code. The following will be considered within the Code: landscaped areas, tree shading when appropriate, and consider standards to utilize other streetscape amenities, such as lighting and litter baskets. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: City Planning Department, County Building and Planning Department]*

## **G**oal CT-8: Encourage increased use of public transportation.

*Policy CT-8.1: Make it easier to utilize bus service.*

*Implementation Measure CT-8.1(a): Allow the use of City or County rights-of-way for on-street bus stops and passenger amenities such as benches and shelters. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: City and County Public Works Departments]*

*Implementation Measure CT-8.1(b): Request the Mendocino Transit Authority to assess the feasibility of new bus routes serving new development areas. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: City Planning Department, County Building and Planning Department]*

*Implementation Measure CT-8.1(c): During the short-term planning period, work with the Mendocino Transit Authority (MTA) to create a program that will provide opportunities for developers to notify buyers/renters of transit routes, plans, and programs. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: City Planning Department, County Building and Planning Department]*

*Implementation Measure CT-8.1(d): The City and County shall work with MTA and Caltrans to ensure that project design maximizes potential sources of transit ridership through the use of shelters, passengers amenities, and service schedules. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: City Planning Department, County Building and Planning Department]*

*Implementation Measure CT-8.1(e): Encourage the MTA and other public transportation providers to make bus routes connecting Ukiah with other areas bicycle accessible. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City and County*

♦ *Agency/Department responsible:* City Planning Department, County Building and Planning Department]

*Implementation Measure CT-8.1(f):* Support MTA requests for federal funds. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: City Council, Board of Supervisors]

*Implementation Measure CT-8.1(g):* Work through Mendocino Council of Governments to develop programs designed to increase MTA. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: City Council, Board of Supervisors]

*Implementation Measure CT-8.1(h):* Encourage MTA to work with schools in the Planning Area to teach students the benefits of public transit. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: City Council and Board of Supervisors]

## **G**oal CT-9: Maximize the use of public transportation through efficient land use patterns and supporting incentive programs.

*Policy CT-9.1:* Include design features in new commercial and residential areas that make public transportation convenient.

*Implementation Measure CT-9.1(a):* Ensure that design standards include provisions for safe, convenient bus stop locations and pull outs. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: City and County Public Works Departments]

*Implementation Measure CT-9.1(b):* As part of project review for new development, seek comments and recommendations from the Mendocino Transit Authority concerning the agency's needs to better serve the project. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: City Planning Department, County Building and Planning Department]

*Implementation Measure CT-9.1(c):* As part of project review for new development, seek comments and recommendations from the Ukiah Unified School District concerning the District's needs to ensure that project design accommodates school bus needs, if applicable. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: City Planning Department, County Building and Planning Department]

*Implementation Measure CT-9.1(d):* No mitigation measures or project conditions shall exceed the direct relationship between the economic cost of the requirement measured against the project's actual impact. The *rational nexus* standard shall be utilized. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: City Planning Department, County Building and Planning Department]

*Policy CT-9.2:* Support a strategy to provide funding and incentives to increase ridership opportunities.

*Implementation Measure CT-9.2(a):* Develop an overall strategy to mitigate traffic and air quality impacts from new development which cannot directly be served by public transit. Consider a range of alternatives designed to encourage people to use

alternatives to the automobile. These programs may include, and are not limited to, incentives for public transit ridership, or construction of nearby or convenient bus stops. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: City Planning Department, County Building and Planning Department]

## **G**oal CT-10: Maximize opportunities for efficient transportation patterns through development of integrated Ukiah Valley transportation corridors.

*Policy CT-10.1:* The City shall help to define the Ukiah Valley transportation corridors.

*Implementation Measure CT-10.1(a):* Work with Mendocino Council of Governments, Mendocino Transit Authority, Northwestern Pacific Railroad, and other agencies to help define and develop integrated transportation corridors. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: City Planning Department, County Building and Planning Department]

*Policy CT-10.2:* Facilitate development of Ukiah Valley transportation corridor integrating US 101, major arterials, rail, air, and public transportation..

*Implementation Measure CT-10.2(a):* Working with the North Coast Railroad Authority, the Mendocino Council of Governments, the Mendocino Transit Authority, and other interested agencies or organizations, develop design standards that specifically facilitate transit use and transportation systems along transportation corridor. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: City Planning Department, County Building and Planning Department]

*Implementation Measure CT-10.2(b):* Using the discretion assigned to the City or County Planning Commission, review large or unique development proposals to ensure that there are measures incorporated in project approvals to support transit corridor concepts. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: City Planning Department, County Building and Planning Department]

*Policy CT-10.3:* Maximize the efficient use of transportation facilities within and adjacent to the corridor through the land use planning process.

*Implementation Measure CT-10.3(a):* Incorporate into the Land Development code zoning and development standards which locate higher density and intense development proximate to the corridor. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: City Planning Department, County Building and Planning Department]

*Policy CT-10.4:* Fully develop and utilize public and rail transit within the transportation corridor.

*Implementation Measure CT-10.4(a):* Working with the Mendocino Council of Governments, ensure that the Regional Transportation Plan reflects the City's public and rail transit needs. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: City Planning Department, County Building and Planning Department]

*Policy CT-10.5:* Support creation of a Downtown Transit Center.

*Implementation Measure CT-10.5(a): Work with the MTA and other parties to develop a downtown transit center. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: City and County Public Works Departments]*

## **G**oal CT-11: Encourage increased use of car- or van-pooling.

*Policy CT-11.1: Implement programs to increase car-pooling.*

*Implementation Measure CT-11.1(a): Through the Mendocino Transit Authority, Council of Governments (MCOG) and California Department of Transportation (Caltrans) develop a van- and car-pool parking facilities or programs. [Timeframe for completion: Short- to intermediate-term planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: City Public Works Departments, MCOG],*

*Implementation Measure CT-11.1(b): Identify locations for van or car-pool Park and Ride facilities. [Timeframe for completion: Intermediate planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: City Public Works Departments, MCOG]*

*Implementation Measure CT-11.1(c): Work to develop a program of incentives — such as preferential van- and car-pool parking at employment sites, to increase the use of car- or van-pooling to reduce the number of single occupant vehicles on area roads. [Timeframe for completion: Short-term planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: City Public Works Departments, MCOG or AQMD]*

## **5.03 Parking**

### **5.03.01 Summary of major findings**

**A**long-recognized issue related to the City's transportation system and economic development is the perception of a lack of convenient parking downtown — both in number of spaces and location of parking lots. There are a number of potential solutions. Downtown Ukiah's narrow streets and heavy through traffic results in conflicts among shoppers seeking onstreet parking spaces, delivery vehicles, through traffic, and vehicles moving into or out of parking spaces. Opportunities include the use of dedicated access lanes that would direct traffic to and from off-street parking on one-way streets. Another option that needs examination is the consolidation of parking lots to increase available spaces as was accomplished with the parking facilities on Main Street. While the need for more parking is important, the aesthetics of maintaining the City's tree canopy must be a part of planning any parking facilities. The option of providing trade-offs or incentives for encouraging non-vehicle use against the need for parking can be considered part of the development process.

Another issue with Downtown parking is the contest between employee parking and customer parking. With the City parking facilities being located "distant" from major downtown office and retail facilities, employees arriving early tend to select convenient parking spaces for their vehicles — even though the car will be parked until lunch or even through the entire day. Long-term parking needs to be established at the "furthest most" parking spaces so that Downtown clients and customers can park closer to the places of business. If Downtown parking is more convenient for customers, Downtown businesses could experience improved customer traffic.

Parking in areas other than Downtown is less dependent on onstreet spaces. This is a result of the on-site (off-street) parking facilities becoming standard fare for new development. Parking requirements were initially developed utilizing “accepted standards” without regard for local parking demand. Although there are intermittent times during the year when a store’s parking lot may be overloaded, most of the time local parking lots have space available. With the preparation of a new land development code, the City and County shall re-evaluate current parking standards. Onsite parking has not been a problem to date, and new regulations should ensure that it does not become a problem in the future.

Opportunities for parking lot improvement lie with the design of parking facilities. Most parking lots are designed as a complete overcovering of the ground with asphalt, concrete, or other impervious surface. As development continues in the Valley, the cumulative effect of the impervious surfaces may result in storm water runoff problems, increases in local temperatures, and a loss of natural beauty. While aspects of design are detailed in the Community Design Element in Section VI.B., the Circulation and Transportation Element provides additional policy support by looking how parking lot design and amenities can contribute to better circulation. Parking requirements need to include space for secure bicycle parking.

The typical pair of “straight-in/straight-out” parking spaces require nearly six hundred square feet of paved land area. This means that a parking lot with as few as ten parking spaces when combined with the street access results in paving an area the size of a typical single family residential parcel (7,000 square feet). This is the approximate parking requirement for a commercial structure of only 2,500 square feet. Alternative layouts can reduce the required paving area.

Large expanses of parking create a hostile setting that may deter people from walking by creating a perception of long distances between buildings. Creative parking lot design will assist in retaining the small town character and people-oriented charm of Ukiah and its downtown.

### 5.03.02 General Plan goals, policies, and implementing programs

#### **G**oal CT-12: Increase the convenience and attractiveness of off-street parking.

*Policy CT-12.1:* Eliminate on-street parking along segments of City arterial streets where appropriate.

*Implementation Measure CT-12.1(a):* By the end of the intermediate-term planning period, create adequate off-street parking in order to reduce or eliminate on-street parking from segments of City streets classified as arterials as identified in the Downtown Master Plan. [Timeframe for completion: Intermediate planning period ♦ Measure applies to: City ♦ Agency/Department responsible: Redevelopment Agency]

*Policy CT-12.2:* Define alternatives to on-street parking.

*Implementation Measure CT-12.2(a):* Study the potential of increasing parking using the guidance of the Downtown Master Plan. [Timeframe for completion: Intermediate planning period ♦ Measure applies to: City ♦ Agency/Department responsible: Redevelopment Agency]

#### **G**oal CT-13: Design attractive parking facilities.

*Policy CT-13.1:* Utilize landscaping and other amenities to improve the appearance and traffic patterns of onsite parking facilities.

*Implementation Measure CT-13.1(a):* In the Land Development Code include requirements for parking lot landscaping that encourage the use of landscaping to provide a plant-based separation between parking and parcel lines, and to ensure that there are shade trees in the aisles of large parking lots. The Land Development Code shall define more precise standards designed to implement these guidelines and still ensure developer flexibility. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: City Planning Department, County Building and Planning Department]

## **G**oal CT-14: Minimize employee use of prime downtown customer parking spaces.

*Policy CT-14.1:* Develop a system for downtown employee parking that ensures convenient customer parking.

*Implementation Measure CT-14.1(a):* Provide incentives to employers to encourage employees to use off-street parking spaces in order to retain convenient spaces for Downtown business' customers and clients. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City ♦ Agency/Department responsible: Redevelopment Agency]

*Policy CT-14.2:* Minimize the need for and expenses of off-street parking by encouraging alternates to single-occupant vehicles.

*Implementation Measure CT-14.2(a):* To facilitate the shift from on-street to off-street parking, encourage employers and businesses to provide incentive for employees and customers to utilize alternate transportation modes. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City ♦ Agency/Department responsible: Redevelopment Agency]

*Policy CT-14.3:* Encourage a program to inform prospective and seated jurors of alternatives to on-street parking.

*Implementation Measure CT-14.3(a):* Work with the Clerk of the Superior Court to provide maps of downtown parking and transit information, to be distributed to prospective jurors, so that on-street parking spaces are not filled with "all-day" jurors. [Timeframe for completion: Intermediate planning period ♦ Measure applies to: City ♦ Agency/Department responsible: Redevelopment Agency]

## **5.04 Rail transportation**

### **5.04.01 Summary of major findings**

The train was extended to Ukiah in 1889, which changed the economy of the area by opening markets for the City and the timber industry. Current passenger rail service and freight service are provided by Northwest Pacific and Eureka Southern Railroads. On June 1, 1990, representatives from the Golden Gate Bridge District signed a purchase agreement for the acquisition of the Northern Pacific Railroad right-of-way from its owner, Southern Pacific. This right-of-way will be used as part of a solution to long range transportation problems in the Golden Gate corridor. The 151 miles of track extends from San Rafael to Willits. The total cost of the right-of-way is \$37 million, to be purchased in phases. The final miles of track from Healdsburg to Willits will be purchased within four years.

Making the rail-transit link an effective part of the transportation corridor between the Ukiah area and the Bay area is important to the success of long-term economic growth of the area. Rail transit offers

the potential of providing more comfortable and expedient alternatives for people and products to move between the Bay Area and the Ukiah Valley.

## 5.04.02 General Plan goals, policies, and implementing programs

### **G**oal CT-15: Encourage multiple use of the rail lines into and through the valley.

*Policy CT-15.1:* Take an active role in development of a rail transit corridor.

*Implementation Measure CT-15.1(a):* Cooperate with, actively participate in, and influence the planning and evaluation of passenger rail services through the Ukiah Valley. Ensure that City and County interests are considered in the process. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: City Public Works Departments, Board of Supervisors, MCOG]

*Implementation Measure CT-15.1(b):* In the short-term planning period, work with appropriate agencies to develop a plan of Ukiah Valley rail needs, including potential station location(s), that would enhance the economic vitality of the planning area. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: City Public Works Departments, Board of Supervisors, MCOG ]

*Implementation Measure CT-15.1(c):* Ensure that project approval actions do not create land use or other conflicts that hamper or preclude passenger rail service in the Ukiah Valley. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: City Planning Department, County Building and Planning Department]

*Implementation Measure CT-15.1(d):* Work with the Mendocino Council of Governments, Mendocino Transit Authority, and passenger rail planning agencies to develop an integrated transit corridor that ensures a connection from passenger station into the Valley's transportation corridors. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: City Public Works Departments, MCOG, AQMD]

*Policy CT-15.2:* Encourage continued freight service on the rail lines.

*Implementation Measure CT-15.2(a):* Work with appropriate agencies and members of the private sector to ensure that freight transportation via rail is not discouraged or eliminated as a use on the track system. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: City Council, Board of Supervisors]

*Implementation Measure CT-15.2(b):* Work with appropriate agencies and members of the private sector to increase utilization of freight transportation on rail as a regional approach to decreasing truck traffic on area roads and improving air quality. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: City Public Works Departments, Board of Supervisors]

*Implementation Measure CT-15.2(c):* Facilitate the use of rail for freight by siting appropriate industries and land uses near the rail line. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: City Planning Department, County Building and Planning Department]

## 5.05 Levels of service

### 5.05.01 Summary of major findings

**L**evel of Service (LOS) is a yardstick that measures how a driver feels about traffic conditions. LOS was established by the Institute of Transportation Engineers (ITE) as a means of quantifying the subjective measure of traffic tolerance. Rated in grades from A (best) to F (worst), levels of service are based on increasing amounts of congestion and delay. LOS E represents the full capacity of the road segment with the road unable to carry more traffic. LOS F operating conditions are generally perceived as “intolerable.”

Table V.5-16 shows a simplified method of determining level of service for General Plan analysis purposes. It identifies that capacity or traffic volume for roads in the General Plan area by level of service grade. Explanation V.5-X on page 18 provides specific definitions for intersections with and without traffic signals.

“Level of service” is used in two different and distinct ways in this General Plan. *Segment level of service*, listed in Table V.5-16 is the relationship of average daily traffic to the capacity of a segment of street between two defined points. *Intersection level of service* defines traffic congestion at an intersection.

Both types of levels of service are important for determining whether the portion of the road network under scrutiny is capable of handling additional traffic generated by a proposed project. After all, it does not make good sense to increase traffic into an area so that no one can use the intersection or street segment. When drivers become less tolerant of traffic in an area, they avoid the area. This results in reduced property values, distressed businesses, and other negative economic factors. From an environmental standpoint, traffic that is idling also generates increased levels of air pollution.

To try to prevent roads from reaching a level in which traffic just doesn't move well from point-to-point, cities establish guidelines at which a street or road is considered to have reached the highest service volumes that are tolerable within the community. At this level, it becomes important to either improve the street to acceptable levels or construct another street to relieve the crowded street. The segment level of service ratings in the General Plan are the indicators of this type problem. The Circulation Element objectives are designed to establish programs based on the segment levels of service.

One of the issues that is used as a pre-indicator of future traffic problems is the concept of “degradation of level of service.”<sup>13</sup> For purposes of the General Plan, degradation of level of service is not a potentially significant environmental issue until the approval of a project will result in the existing level of service dropping to an unacceptable level of service, in the case of the Ukiah General Plan to Level of Service “D.” For example, if a road has a current level of service of “B,” a project that would result in decreasing level of service from “B” to “C” is not considered a significant environmental effect on its face.

**Table V.5-16: Segment Level of Service based on Average Daily Traffic**

LOS	2 lane street	4 lane street
A	0-2,700	0-18,300
B	2,701-5,500	18,301-21,000
C	5,501-8,700	21,001-24,000
D	8,701-12,100	24,001-27,000
E	12,101-15,000	27,001-30,000

<sup>13</sup>*Degradation of level of service* means an increase in traffic volume on a segment that causes the level of service to drop from one grade (A, B, C, D, E, or F) to the grade below it.

Dropping the level of service from “B” to “D” may be a potentially significant effect that will require additional information submitted with the application as part of the initial study to determine if the effect is significant.

One method of facilitating the construction of road improvements and other circulation improvements needed to preserve or maintain level of service is collection of a fee called an “impact fee.” Impact fees are funds placed into a trust account to be combined with other monies in the fund to complete improvements to infrastructure that are needed to accommodate the direct impacts of the project providing the money. An impact fee allows development to defer certain infrastructure improvements for as long as five years. The developer pays the fees, but the money is held by the City to be combined with other new development for more cost efficient improvement work.

### 5.05.02 General Plan goals, policies, and implementing programs

**G**oal CT-16: Development shall be permitted within road capacities.

*Policy CT-16.1:* Level of service shall be the standard to judge whether a road has adequate remaining capacity to service the traffic generated by a proposed project.

*Implementation Measure C-16.1(a):* The annual average daily traffic volume shown on the following two tables shall define segment level of service:

#### *Explanation V.5-X: Level of service definitions* *Signalized intersections*

<b>LOS A:</b>	A condition of free flow with low traffic density, where no vehicle waits longer than one signal indication.
Vehicle to capacity (V/C)* ratio	0.00 - 0.60
<b>LOS B:</b>	Stable flow of traffic where only on rare occasions do drivers wait through more than one signal indication. V/C ratio ..... 0.60 - 0.70
<b>LOS C:</b>	Still in the zone of stable flow, but intermittently drivers must wait through more than one signal indication and backups may develop behind turning vehicles. V/C ratio ..... 0.71 - 0.80
<b>LOS D:</b>	Approaching instability. Drivers restricted in their freedom to change lanes. Delay to approaching vehicles may be substantial during the peak hour. V/C ratio ..... 0.81 - 0.90
<b>LOS E:</b>	Traffic volume at or near capacity on the arterial and long queus of vehicles may create lengthy delays especially for left turning vehicles. V/C ratio ..... 0.91 - 1.00
<b>LOS F:</b>	Congested condition of forced flow, where queued backups from locations downstream restrict or prevent movement of vehicles out of the approach creating a storage area during part or all of the peak hour. V/C ratio ..... over 1.00

#### *Unsignalized intersections*

<b>LOS A</b>	Little or no delay
<b>LOS B</b>	Short traffic delays
<b>LOS C</b>	Average traffic delays
<b>LOS D</b>	Long traffic delays
<b>LOS E</b>	Very long traffic delays, extreme congestion
<b>LOS F</b>	Intersection blocked by external causes

#### Notes:

\*The Vehicle/Capacity (V/C) ratio is the percent of traffic in relation to the capacity of the intersection (0.90 means 90%).

#### Sources:

Transportation Research Board, Circular 212 (Washington: Government Printing Office, 1980), page 11.

United States Department of Transportation, Federal Highway Administration, Site Impact Evaluation (S.I.T.E.) Handbook (Washington: Government Printing Office, 1985), pages C-9, C-10.

**Two lane streets and roads level of service thresholds**

LOS	ADT
A .....	≤ 2,700
B .....	2,701-5,500
C .....	5,501-8,700
D .....	8,701-12,100
E .....	12,101-15,000

**Four lane streets and highways level of service thresholds**

LOS	ADT
A .....	≤ 18,300
B .....	18,301-21,000
C .....	21,001-24,000
D .....	24,001-27,000
E .....	27,001-30,000

[*Timeframe for completion: Ongoing planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: City Planning Department, County Building and Planning Department*]

*Implementation Measure CT-16.1(b): For roads in excess of four lanes, traffic segment levels of service shall be adjusted proportionally to the four lane volume. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: City and County Public Works Departments]*

*Implementation Measure CT-16.1(c): The volume to capacity ratio (V/C) shown in Explanation V.5-3 shall define the intersection level of service. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: City Planning Department, County Building and Planning Department]*

*Policy CT-16.2: Level of service “D” shall be the minimum acceptable service level for accommodating new development on roads classified as state highways, freeways, expressways, arterials, or collectors.*

*Implementation Measure CT-16.2(a): The City and County shall work with the Mendocino Council of Governments to monitor traffic volume on roads that presently have levels of service of C or D and report its findings in conjunction with the Regional Transportation Plan updates. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: City Planning Department, County Building and Planning Department]*

*Implementation Measure CT-16.2(b): If the Monday-Sunday level of service drops below Level of Service D, no discretionary permits shall be issued by the City or County unless a condition for project-related road improvements or traffic reduction programs to maintain LOS D is incorporated as a condition of project approval. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: City Planning Department, County Building and Planning Department]*

*Implementation Measure CT-16.2(c): In the event that approval of a development proposal would raise a road extension or new road priority from “future” to “immediate,” and the direct impact of the proposed new development is insufficient to warrant*

changing the road's priority from "future" to "immediate," then approval of the project shall be based on one of the following options:

- (a) the project approval and issuance of any grading or building permits may be deferred until the road improvements have been scheduled and funding allocated; or
- (b) the project proponent may construct the improvements to City or County standards — including those improvements not directly related to the project's impact — and the City or County shall create a zone of benefit assessment in which the non-direct project costs shall be collected from future development and reimbursed to the proponent; or
- (c) The project may be denied with a finding that the existing circulation and access network is not adequate to accommodate the traffic and circulation needs of the proposed project.

Failure to incorporate one of the options of this implementation measure within a project approval results in a project that is not consistent with the General Plan.<sup>14</sup>

[*Timeframe for completion*: Ongoing planning period ♦ *Measure applies to*: City and County ♦ *Agency/Department responsible*: City and County Public Works Departments]

*Implementation Measure CT-16.2(d)*: When a road segment is found to be approaching Level of Service D — defined as ADT (Average Daily Trips) being within ten percent of the highest LOS C [as identified in Implementation Measure 16.2(e)], traffic volume threshold, the City shall initiate plans for improvements designed for the intermediate and long-term planning periods to increase capacity. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: City and County Public Works Departments]

*Implementation Measure CT-16.2(e)*: The improvements shall be initiated by the time traffic volume is approaching Level of Service E, which is defined as being within ten percent of the highest traffic volume for Level of Service D. This program may result in the generation of impact fees as a means of accumulating funds for the improvements required by private development. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: City and County Public Works Departments]

*Implementation Measure CT-16.2(f)*: The thresholds of maximum traffic volume of segment levels of service C and D for scheduling these measures shall be:

**Ten Percent Threshold for ADT**

LOS	2 lane	4 lane
C	7,830	21,600
D	10,890	24,300

[*Timeframe for completion*: Ongoing planning period ♦ *Measure applies to*: City and County ♦ *Agency/Department responsible*: City Planning Department, County Building and Planning Department]

<sup>14</sup>This measure and its components duplicates Implementation Measure 18.2(f) from Section V.5.09 to identify options that are applicable in this section of the General Plan as well as the latter section. Duplication ensures that the Measure applies in both sections of the Plan.

**Implementation Measure CT-16.2(g):** During the short-term planning period, when a road is found to have a level of service of “E,” the City or County shall prepare a plan of improvements to increase level of service to a “D” or “C” as may be required. The program for upgrade shall include an analysis as to whether impact fees may be required for fund improvements. New development shall not use or occupy new structures until the Plan has been adopted to raise the level of service to the appropriate minimum LOS. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: City and County Public Works Departments]

**Policy CT-16.3:** Level of service “C” shall be the minimum acceptable service level for accommodating new development on roads classified as residential.

**Implementation Measure CT-16.3(a):** When a new project is proposed on a road classified as “residential,” and the development potential on that road allows for more than five additional single family *residential equivalent units*<sup>15</sup>, utilize the ITE Trip Generation Manual to project the traffic count for the residential road to determine that the new development will not cause it to drop below Level of Service “C.” The determination shall be made by multiplying the number of existing dwelling units by ten<sup>16</sup> and adding to that product the average daily traffic from the new development.

If the result of the multiplication is less than ten percent of the difference as shown in Implementation Measure 16.3(e), then the proposed project will not have an impact on the street, unless there are identified projects which may cumulatively combine with the proposed project to significantly impact level of service.

If the product is equal to or greater than ten percent of the difference, the project will potentially have a significant effect on the level of service, and a traffic study may need to be completed to determine if capacity mitigation is required. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: City Planning Department, County Building and Planning Department]

**Implementation Measure CT-16.3(b):** If the Monday-Sunday level of service on a residential street drops below Level of Service C, no discretionary permits shall be issued by the City or County unless a condition for project-related road improvements or a traffic reduction program to maintain LOS C is incorporated as a condition of project approval. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: City and County Public Works Departments]

**Implementation Measure CT-16.3(c):** When a road segment is found to be approaching Level of Service C — defined as ADT being within ten percent of the highest LOS B traffic volume threshold, the City shall initiate plans for improvements designed for the intermediate and long-term planning periods. [Timeframe for completion: Ongoing

<sup>15</sup>A *residential equivalent unit (REU)* is a measure that is used to provide for consistency in the formulae in this measure. A single family residence generates ten vehicle trip ends (ADT) per day. An apartment may generate six to eight. By using REUs as the standard, five apartment units (at 6 ADT) would be the equivalent of five REUs.

<sup>16</sup>The accepted standard average daily traffic for a single family residence is ten vehicle trip ends.

planning period ♦ *Measure applies to: City and County ♦ Agency/Department responsible: City and County Public Works Departments*

*Implementation Measure CT-16.3(d): The improvements shall be designed to be initiated by the time traffic volume is approaching Level of Service D, which is defined as being within ten percent of the highest traffic volume for Level of Service C. This program may result in the generation of impact fees as a means of accumulating funds for the improvements required by private development. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: City and County Public Works Departments]*

*Implementation Measure CT-16.3(e): The thresholds of maximum traffic volume of segment levels of service B and C for scheduling these measures shall be:*

**Ten Percent Threshold for ADT**

LOS	2 lane	4 lane
B	4,950	18,900
C	7,830	21,600

[Timeframe for completion: Ongoing planning period ♦ *Measure applies to: City and County ♦ Agency/Department responsible: City Planning Department, County Building and Planning Department*

*Implementation Measure CT-16.3(f): Residential streets or roads with a Level of Service of D or E at the time the General Plan is adopted shall be exempt from the “no permit” requirement until mitigation measures are in place to provide for increasing level of service to LOS C within five years of Plan adoption. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: City Planning Department, County Building and Planning Department]*

*Policy CT-16.4: Balance the circulation demands of new development with methods of accommodating increasing traffic.*

*Implementation Measure CT-16.4(a): Review project traffic generation to ensure level of service remains within the City's thresholds. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: City and County Public Works Departments]*

*Implementation Measure CT-16.4(b): Require that applications for discretionary projects<sup>17</sup> include a generalized traffic study providing an estimate for the proposal's average daily traffic and distribution of traffic through the street network. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: City Planning Department, County Building and Planning Department]*

*Implementation Measure CT-16.4(c): For roads on which the base segment level of service is rated at A, B, or C, the following standards of review shall apply to project proposals:*

- (a) The City shall determine if the proposed project will increase the traffic generated by the subject property by more than ten percent over existing site-generate traffic volume.

<sup>17</sup>*Discretionary projects mean an application for an approval that is granted at the discretion of the Planning Commission or City Council. The meaning is the same as 14 CCR §15357.*

(b) If the traffic generated is equal ten percent or less of the average daily traffic on the road, the traffic impact shall be deemed not to be significant, and no further traffic analysis is required.

(c) Using common sense as the guide to judge, the lead agency shall select one of the following steps as the standard for review:

- If the traffic generated by the proposed project increases the traffic on the road by more than ten percent, or the traffic volume generated by the subject property after development of the proposed project is projected to be greater than ten percent of the parcel's existing traffic volume, the proponent shall provide a traffic assessment prepared using accepted engineering standards to show how the project's traffic will fit into the circulation patterns in the area; or
- If the project is located on a road for which the level of service is A or B, and the traffic generated by the proposed project will not result in the level of service dropping to a "C" the traffic impact shall be deemed not to be significant, and no further traffic analysis is required; or
- If the project is located on a road for which there is no additional development potential — based on land use intensity and density — and the traffic generated by the proposed project will not result in a Level of Service below a Level of Service C for residential streets or Level of Service D for all other streets, the traffic impact shall be deemed not to be significant, and no further traffic analysis is required; or
- If the project will result in a change in the level of service as defined in the two prior situations, then in all cases the proponent shall provide a traffic assessment prepared using accepted engineering standards to show how the project's traffic will fit into the circulation patterns in the area.
- In no case shall a property owner desiring to build one single family residence or a second unit on an existing single family residential parcel be required to prepare a traffic study.

(d) If there are known projects proposed for the same street segment with traffic counts that are not included in the existing average daily traffic counts for the street, the traffic from these projects shall be added into the street segment average daily traffic prior to calculating the ten percent threshold. *[Timeframe for completion: Ongoing planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: City and County Public Works Departments]*

*Policy CT-16.5: Work to develop methods of accommodating projects without degrading level of service.*

*Implementation Measure CT-16.5(a): In the event that the average daily traffic of the proposal places the level of service within ten percent of dropping to Level of Service D as shown in Implementation Measure CT-16.2(e) or Level of Service C as shown in Implementation Measure CT-16.3(a) for Residential Streets or in the event that the road has a level of service of D, the project proponent shall be required to use the services of a licensed traffic engineer to prepare a more detailed traffic study, in-*

cluding an assessment of the impacts of the proposed project on the street's future level of service. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: City and County Public Works Departments]

*Implementation Measure CT-16.5(b):* The detailed traffic study shall provide recommendations related to overall improvements — or use improvements recommended in any traffic improvement program prepared by the City or County — needed in the area to prevent degradation of level of service and shall also define the proportional share of the improvements that are attributable to the proposed project conditions. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: City and County Public Works Departments]

*Implementation Measure CT-16.5(c):* If the road has an existing level of service of E or F, the proponent shall be required to use the services of a licensed traffic engineer to prepare a more detailed traffic study, including an assessment of the impacts of the proposed project on the street's future level of service. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: City and County Public Works Departments]

*Implementation Measure CT-16.5(d):* The detailed traffic study shall provide recommendations related to overall improvements — or use improvements recommended in any traffic improvement program prepared by the City — needed in the area to increase the segment level of service, or decrease the traffic demand on the segment served by the project to level of service D. The study shall also define the proportional share of the improvements that are attributable to the proposed project conditions. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: City and County Public Works Departments]

## **5.06 Street classifications**

### **5.06.01 Summary of major findings**

**T**he Ukiah area is served by a transportation system consisting of state highways, county roads, and city streets. This section of the Circulation and Transportation Element defines the roads into classifications and purpose. Definition of road classifications can be found in Table V.5-4.

**U.S. 101** is an important north-south highway which links different areas within the city of Ukiah and also connects the community with northern California. The freeway has four lanes through Ukiah and controlled access which is limited to local street interchanges.

**State Route 20** (Highway 20) is a two lane rural highway connecting the Ukiah area with Interstate 5 (I-5) and the Northern Sacramento Valley. Highway 20, an east-west route, is the northern border of the planning area located north of Lake Mendocino and intersecting US 101 near the unincorporated community of Calpella.

**State Route 253**, also known as Ukiah-Boonville Road, links Ukiah with Highway 128 and ultimately Highway 1 on the Mendocino Coast. This two lane rural arterial road intersects US 101 at the South State Street Interchange.

The City of Ukiah currently maintains nearly fifty-two miles of city streets including arterial, major collector, collector, and residential streets. These road classifications, including County roads within the Planning Area are defined in Table V.5-18. The classifications of individual roads are listed in Table V.5-18. Mendocino County also maintains paved and unpaved roads which are within the Planning Area but are outside the current city limits.

**Table V.5-17: Street, highway, and road classifications, land uses, and parking guidelines**

<p><b>Freeway:</b> A Federal designated highway with multiple lanes with opposing traffic separated by a barrier or median. Access is derived exclusively from sanctioned interchanges. There are no traffic signals, stop signs, or cross-traffic. A freeway may have two or more lanes of traffic in each direction. Generally commercial, economic development, or employment center land uses are compatible when sited with access to a freeway interchange within urban areas. In rural areas, land uses near interchanges may be more precisely defined by other policy considerations in the General Plan. On-street parking is not permitted on freeways.</p>
<p><b>Highway:</b> A highway is sometimes called an "expressway" or a boulevard. It tends to handle inbound and out-bound local traffic. The highway may be multiple lanes, depending on traffic volume, and usually has limits on the points of access. Generally, access is controlled and constrained to specific intersections, as opposed to individual driveways. In some areas, parallel frontage roads are used to reach individual parcels or driveways and parking areas on separate parcels are combined to a limited number of access points.</p> <p>An expressway may be a divided highway with a median, it may have up to three traffic lanes in each direction, plus turning and escape lanes. Generally, when sited near an intersection with an expressway, commercial, economic development, or employment center land uses are compatible with the road classification, but the land uses may be more precisely defined by other land use policy considerations in the General Plan. On-street parking is not permitted along an expressway. State Route 20 is intended to be an expressway.</p>
<p><b>Arterial:</b> An arterial is a major street that is intended to move traffic into and through the Planning Area. In addition, an arterial is a road within the Planning Area that is used by people within the Valley as a means of getting from one part of the City or Planning Area to another.</p> <p>An arterial differs from an expressway, in that it generally does not have limitations on the number of access points — although State highways designated as arterials may have limited access points. An arterial road is a work-horse road or main street road within a community. Commercial businesses prefer to locate on arterial roads for the exposure to traffic.</p>

An arterial road may be no more than two lanes in each direction with turning lanes. Commercial, economic development, and employment center land uses are compatible with the road classification within the City, but the land uses may be more precisely defined by other land use policy considerations in the General Plan. In certain circumstances, multiple family residential land uses may be compatible with arterial roads in conformance with other applicable General Plan policies. Parking on arterial streets is guided by policies in the General Plan in that it may be permitted in designated areas. On-street parking will generally not be permitted along newly constructed arterials or arterials in areas where parcels have ample room for offstreet parking.

**Major collector:** A major collector is a road that is used in a manner similar to an arterial, but because of its route, existing land uses, or traffic volume, is unlikely to serve as an arterial. It does, however, serve more intense land uses than a regular collector. A major collector is also a road that under current conditions is a collector, but may be upgraded to an arterial in the future when connected to new roads or realigned.

A major collector may be up to two lanes with a continuous turning lane for left or right turns. If the road is widened to more than two lanes, it requires an upgrade to the arterial road classification. Commercial, economic development, employment center land uses, and multiple family residential land uses are generally considered to be compatible with a major arterial, but the land uses may be more precisely defined by other land use policy considerations in the General Plan. Parking on major collectors is generally limited in order to maintain a smooth flow. On-street parking will generally not be permitted along newly constructed major collectors or arterials in areas where parcels have ample room for offstreet parking.

**Minor Collector:** A collector is a street designed to collect traffic, generally in residential areas, to move it from residential streets into the business district. Generally, commercial traffic on collector streets is limited to businesses that do not require exposure to traffic or those that may not even require much walk-in business. Access to the collector tends to be unlimited.

Collector streets are not more than one lane in each direction, although a turn lane may be included when appropriate for safety and traffic flow. Turn lanes generally should not be used in areas adjoined by single family residences. Office-based uses, multiple family residential, and single family residential land uses are generally compatible with collector streets, but the land uses may be more precisely defined by other land use policy considerations in the General Plan. Office commercial may be further constrained when consideration is given to neighborhood character and use patterns. On-street parking is generally permitted on collector streets, but should be avoided when feasible.

**Residential:** A residential street may be a street connecting residences to a collector or arterial. However, a residential street is intended for slower traffic as its role is to provide direct access to homes and residential properties. Typically, a residential street is designed to discourage through traffic.

Residential streets are generally two lanes wide with room for on-street parking. Multi-family residential and single family residential uses are generally compatible with residential streets, but the land uses may be more precisely defined by other land use policy considerations in the General Plan. On street parking is generally permitted.

**County Major Collector:** County major collector roads are roads in the unincorporated area that serve purposes similar to the City's Arterial or Major Collector classifications. County major collector roads may have two to four lanes dependent upon traffic volume. In addition, County major collectors may have commercial or industrial land uses in conjunction with land use policies. The "blanket" land use entitlements that apply to the City's arterial and major collectors are not applicable to County major collectors.

**County Rural collectors:** Rural collectors are roads in the unincorporated County that serve purposes similar to the collectors within the City limits. The land uses considered compatible are more precisely defined by the policies within the General Plan and do not necessarily defined similar to the City collector. On-street parking is not usually as well-defined on rural roads, as the roads are not usually constructed with curb, gutter, and sidewalk. Parking may occur in appropriate areas off the shoulder of the road.

**County Rural residential roads:** Rural residential roads are Residential Roads in the unincorporated County.

## 5.06.02 General Plan goals, policies, and implementing programs

### **G**oal CT-17: Classify roads to meet service needs.

*Policy CT-17.1:* Utilize arterial roads to serve through traffic.

*Implementation Measure CT-17.1(a):* Roads classified as arterials shall be used for the purpose of moving traffic into, through, and out of the City and the Planning Area.

*Implementation Measure CT-17.1(b):* For new roads to be classified as arterial roads, the route shall generally originate outside of the City limits (for City arterials) or within the Planning Area (County arterials) and the alignment shall be generally continuous from point of entry to point of exit.

*Policy CT-17.2:* Arterial roads shall generally be intended to serve commercial and employment center types of land uses.

*Implementation Measure CT-17.2(a):* Commercial and employment center land uses are consistent with roads classified as arterials.

*Policy CT-17.3:* Utilize major collector roads to serve as moderate- to high-volume roads connecting minor collectors and neighborhoods to arterial roads.

*Implementation Measure CT-17.3(a):* Roads classified as major collectors shall be used for the purpose of moving traffic between arterial streets and residential neighborhoods or commercial/employment areas of the City.

*Implementation Measure CT-17.3(b):* For new roads to be classified as major collector roads, the route and alignment shall generally originate at an arterial road and terminate at another arterial, a collector, or at an entrance to a neighborhood.

*Policy CT-17.4:* Major Collector roads shall generally be intended to serve commercial, employment centers, and high density residential types of land uses.

*Implementation Measure CT-17.4(a):* Multi-family residential, commercial, and employment center land uses are consistent with roads classified as major collectors.

*Policy CT-17.5:* Utilize minor collector roads to move traffic from arterial roads within the City and Planning Area.

*Implementation Measure CT-17.5(a):* Roads classified as minor collectors shall be used for the purpose of moving traffic from arterial streets into and out of residential and commercial areas of the City and Planning Area.

*Implementation Measure CT-17.5(b):* For new roads to be classified as minor collector roads, the route and alignment shall generally originate at an arterial road and shall terminate at another arterial, a collector or at an entrance to a neighborhood.

*Policy CT-17.6:* Minor Collector roads shall generally be intended to serve low intensity commercial uses and high density residential types of land uses.

*Implementation Measure CT-17.6(a):* Multi-family residential, and low intensity commercial uses are consistent with roads classified as minor collectors.

*Policy CT-17.7:* Utilize residential and rural roads to primarily serve areas where people live.

**Table V.5-18: City and County Functional Service Classifications**

<b>City Arterial Roads</b>		
State Street Perkins Street (State-City Limits)		Gobbi Street (Dora-City Limits) Talmage Road (State-City Limits)
<b>City Major Collectors</b>		
Low Gap Road Orchard (Perkins-end) Washington/Hastings Avenue	Airport Park Boulevard Commerce Drive Main Street	Oak Street (Gobbi-Henry) School Street (Mill-Henry) Brush Street
<b>City Minor Collectors</b>		
Dora Street (City Limits-Grove) Orchard (Talmage-Perkins) Ford Street	Standley Street (Dora-Mason) Clay Street (Dora-Peach) Clara Avenue Empire Drive (Bush-State)	Perkins Street (Dora-State) Observatory Ave. (Dora-State) Bush Street (Grove-Low Gap)
<b>County Major Collector Roads</b>		
Perkins Street (City Limits-Vichy Springs Rd.) State Street (all areas outside City) Talmage Road from City Limits to Sanford Ranch Road (east leg)		
<b>County Rural Collectors</b>		
Redemeyer Road Vichy Springs Road Moore Avenue East Side Road	Eastside Capella Road Hensley Creek Road Orr Springs Road Gobbi Street (City Lmt-River Rd.)	Low Gap Road Lovers Lane Oak Court Road (Dora-Oak Knoll) Dora Street (City Limits-Oak Court)
Roads not listed are "residential" roads		

*Implementation Measure CT-17.7(a):* Roads classified as residential or rural roads shall be used for the purpose of moving people from their homes into the City and Planning Area.

*Implementation Measure CT-17.7(b):* Single family and other low density residential land uses are consistent with roads classified as residential.

*Implementation Measure CT-17.7(c):* On residential roads, multiple family residential land uses are appropriate land uses consistent with other policies of the General Plan, the neighborhood character, the road capacity, and level of service requirements.

*Implementation Measure CT-17.7(d):* Agribusiness, agriculture, single family, and other low density residential land uses are consistent with roads classified as rural.

## 5.07 Neighborhood Traffic Management

### 5.07.01 Summary of major findings

**A**t the core of any community's health and well-being is its residential neighborhoods. Ukiah has a vested interest in preserving the small town character and integrity of its neighborhoods.

As traffic volumes continue to increase in response to area-wide development, improvements to major arterial and collector streets have not kept pace causing increasing volumes of traffic to diffuse into residential areas.

A residential street's function includes not only its place in the transportation system but its role as part of a community's living environment. Many of Ukiah's neighborhoods are at risk of losing their intimacy and identity to excessive traffic impacts. It is imperative that the community act to preserve its residential streets for all their intended functions. Different streets have different functions and need to be designed accordingly. In this respect, blanket standards are inappropriate.

There is a need for flexibility in the design or modification of a street to meet the needs of its residents while serving its fair share of the circulation and public safety needs of the community. In some cases, traffic management may be considered a preferable means of enhancing Ukiah's character while ensuring that transportation needs are met.

### 5.07.02 General Plan goals, policies, and implementing programs

**G**oal CT-18: **Preserve and enhance the small town character and integrity of all residential neighborhoods and streets.**

*Policy CT-18.1: Provide for mitigation from traffic volumes and speeds not conducive to neighborhood character.*

*Implementation Measure CT-18.1(a): During the short-term planning period the City and County shall develop a Neighborhood Traffic Management Program. [Timeframe for completion: Short-term planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: Public Works Departments]*

## 5.08 Future street and circulation patterns

### 5.08.01 Summary of major findings

**T**he existing growth patterns in the Ukiah Valley have followed the main roads and created a pattern in which relatively dense development (commercial uses) are accessible by only one road or one main road with an inconvenient alternative access. To accommodate the future growth of the Valley and improve circulation patterns, a series of new roads or road extensions will need to be constructed over the life of the General Plan. The five-year Circulation and Transportation Element update process discussed under Goal CT-4 in Section V.E.1 will be used to assign development priority for new roads. Priority will be based on traffic studies, changes in levels of service, and pattern of development.

Based on an analysis of current traffic patterns, the City's most critical needs are for an additional north-south arterial road and at least one major east-west arterial road. North-south traffic within the City travels primarily on State Street. Within the older residential areas, an additional north-south route exists

by traveling on Dora Street to Grove Street to Bush Street to Empire Street then back to State Street (the *Dora-Bush Route*). This route, however, is through a residential neighborhood and includes a significant number of stop signs, bike lanes, turns, and school zones. The Dora-Bush Route is inefficient. Its inexhaustible collection of stop signs slows traffic and decreases the level of service. In addition, "stop signs without purpose" — as defined by drivers — increase driver frustration which contributes to an increase in safety hazards from frustration-generated poor driving habits.

East-west traffic must move through a combination of couplets, traffic lights, stop signs, zig-zags, and conflicting patterns in order to move from US 101 into the residential areas of town. The resulting congestion drops levels of service during peak hours to ratings that add to drivers' tempers and frustrations. The lack of east-west routes places greater traffic volume and pressure on existing road systems. In some cases, this means that the roads are handling more traffic than is appropriate for the road's capacity. The over-use of a road is especially true in the Standley (eastbound) and Perkins (westbound) couplet in the Downtown area. Perkins — which originates at Redemeyer Road as Vichy Springs Road, features an inconsistent design along its entire route. With two lanes in some areas, four lanes in others, it has a lengthy left-turn lane for eastbound traffic at Orchard Avenue. Traffic flows are further hindered by unregulated driveway access throughout its length.

Within the eastern hills area, several existing and proposed subdivisions derive the only access connections to the Freeway and the City employment, shopping, and resource centers over Vichy Springs-Perkins Street. Alternate access to the Deerwood, El Dorado Hills, and Vichy Springs Subdivisions requires the use of a rural road designed to mostly serve the large parcels in the subdivisions along the way.

**Table V.5-20: Planning Area free-way interchanges**

Burke Hill Road
South State Street/Boonville Road
Talmage Road
Gobbi Street
Perkins Street/Vichy Springs Road
Softball fields (northbound only)
North State Street
Lake Mendocino Drive
Moor Avenue

**Table V.5-19: Future roads and road extensions**

Street or road	Location where needed
<b>NORTH-SOUTH ROUTES</b>	
<b>Orchard Avenue</b> <b>Major arterial</b>	Extend parallel to US 101 to Ford Road and north parallel to the railroad tracks from Ford Road to Hensley Creek Road
<b>Redemeyer Road</b> <b>Major collector</b>	Connect north across the river fork to East Side Calpella Road or to Lake Mendocino Drive
<b>Sanford Ranch Road</b> <b>Minor collector</b>	Connect to Perkins Street via Quail Road
<b>EAST-WEST ROUTES</b>	
<b>Clay Street</b> <b>Minor Collector</b>	Extend east to Peach Street
<b>Airport Park Blvd</b> <b>Minor arterial</b>	Connect with a freeway ramp for southbound off-on or connect to Plant Road
<b>Ridge Road</b> <b>Minor collector</b>	Connect to Vichy Springs Road in the subdivision
<b>Parducci Road</b> <b>Minor collector</b>	Connect to West Lk Mendocino Dr via Tolbin Road

residences along the way.

Although it is unlikely that a "brand new" arterial can be established for north-south traffic, a number of road extensions

may be feasible in order to provide better north-south traffic flows. These routes are shown on Figures V.5-FF and GG and listed in Table V.5-FF.

In addition to the street route changes, community sentiment seeks changes to the points of access — called “interchanges” with US 101. The Freeway has nine interchanges within the Planning Area (Refer to Table V.5-20 the exception of the softball field, all interchanges provide north- and south-bound access. Caltrans has indicated that the interchanges are designed for substantially less traffic than is currently moving on and off the ramps.

In 1991, the northbound US 101-North State Street interchange operated at level of service “F” during peak hours. Nearly two hundred vehicles above capacity used the ramp.<sup>18</sup> As part of the same 1991 traffic study, US 101/North State Street Southbound, and all US 101-Perkins Street ramps were reported at Level of Service “E”. Unless significant changes are made to the interchanges, and new interchanges added, Freeway access in the Valley will be a significant problem for regional traffic.

During the vision process, members of the community identified a number of needs associated with US 101 Freeway improvements. General agreement centered on the need to redesign the Gobbi and Perkins interchanges so that they allowed freeway ingress and egress without requiring vehicles to make left turns across traffic.

Additionally, the community envisions that a new interchange could be constructed at Brush Street or Ford Road to connect with the extension of Orchard Avenue in order to take pressure off the Perkins and North State interchanges. Improvements to the interchange of US 101 and Talmage are to be constructed as a part of the Airport Industrial Park off Talmage Road, which is a short distance west of the existing interchange.

Other desired freeway improvements include the addition of an acceleration lane between Gobbi and Perkins (both directions) to allow a safer mix of accelerated and decelerating traffic in the short distance between the two interchanges.

Sometimes it becomes necessary or desirable to abandon a street. This is a practice common in redevelopment areas where it is necessary to eliminate little-used streets in order to combine parcels for public purposes or to encourage development in an area. At other times, streets, easements, or rights-of-way are abandoned to make room for new road alignments. It is not uncommon for older subdivisions to have recorded easements, rights-of-way, or “future” roads that will never be developed. Abandonments must be reviewed by the City and County Planning Commissions to make a finding of “General Plan consistency” prior to the City Council or Board of Supervisors taking action to abandon the roads. When abandoning a little-used or undeveloped street or road results in a greater public benefit, the abandonment should proceed.

<sup>18</sup>Anderson, Kenneth D., PE, *Transportation and Circulation Resource Directory* (Roseville, CA: KDAAnderson Transportation Engineers, November 15, 1991), Table 4, page 16.



Figure V.5-FF: Future roads and road extensions – City of Ukiah

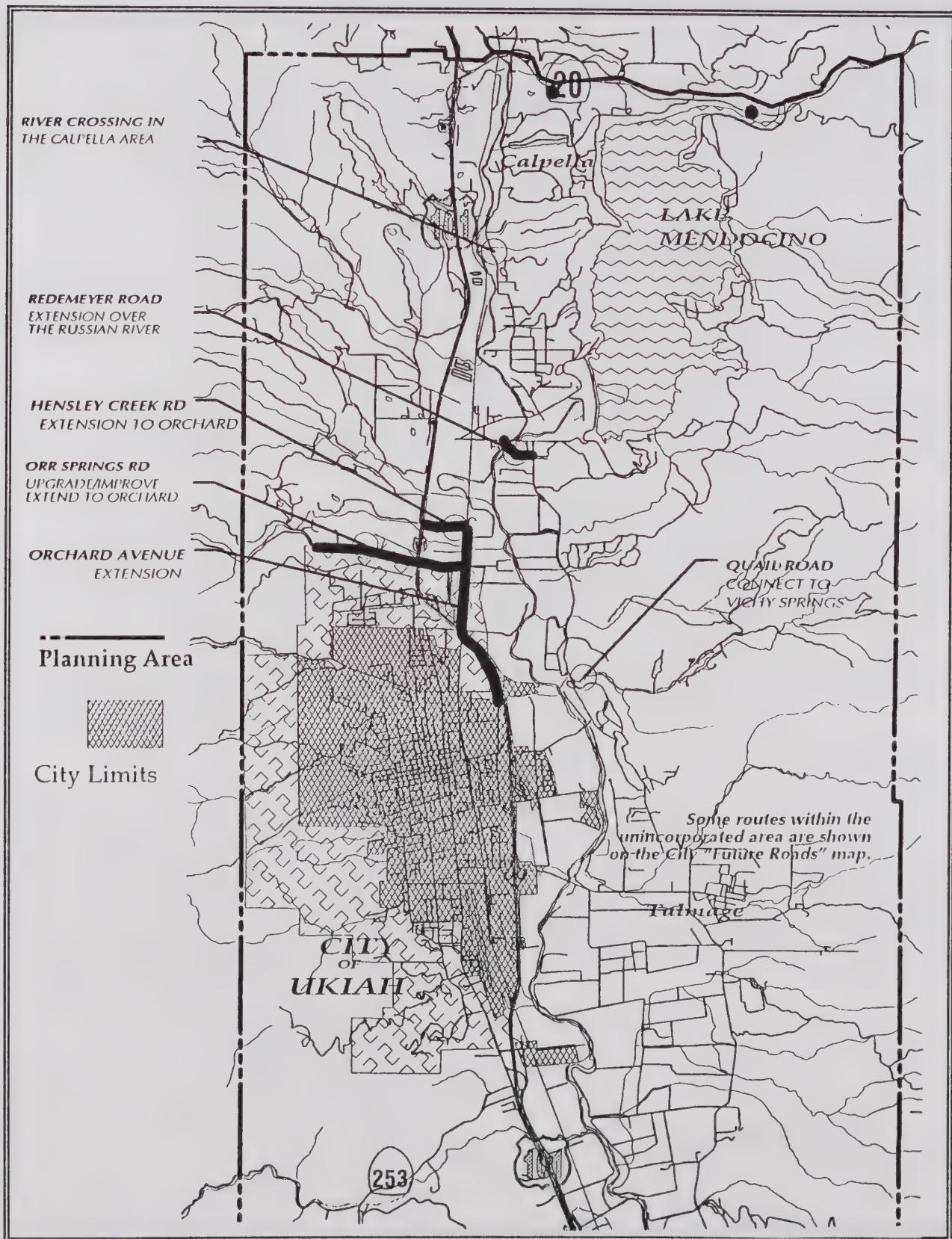


Figure V.5-GG: Future roads and road extensions — Planning Area

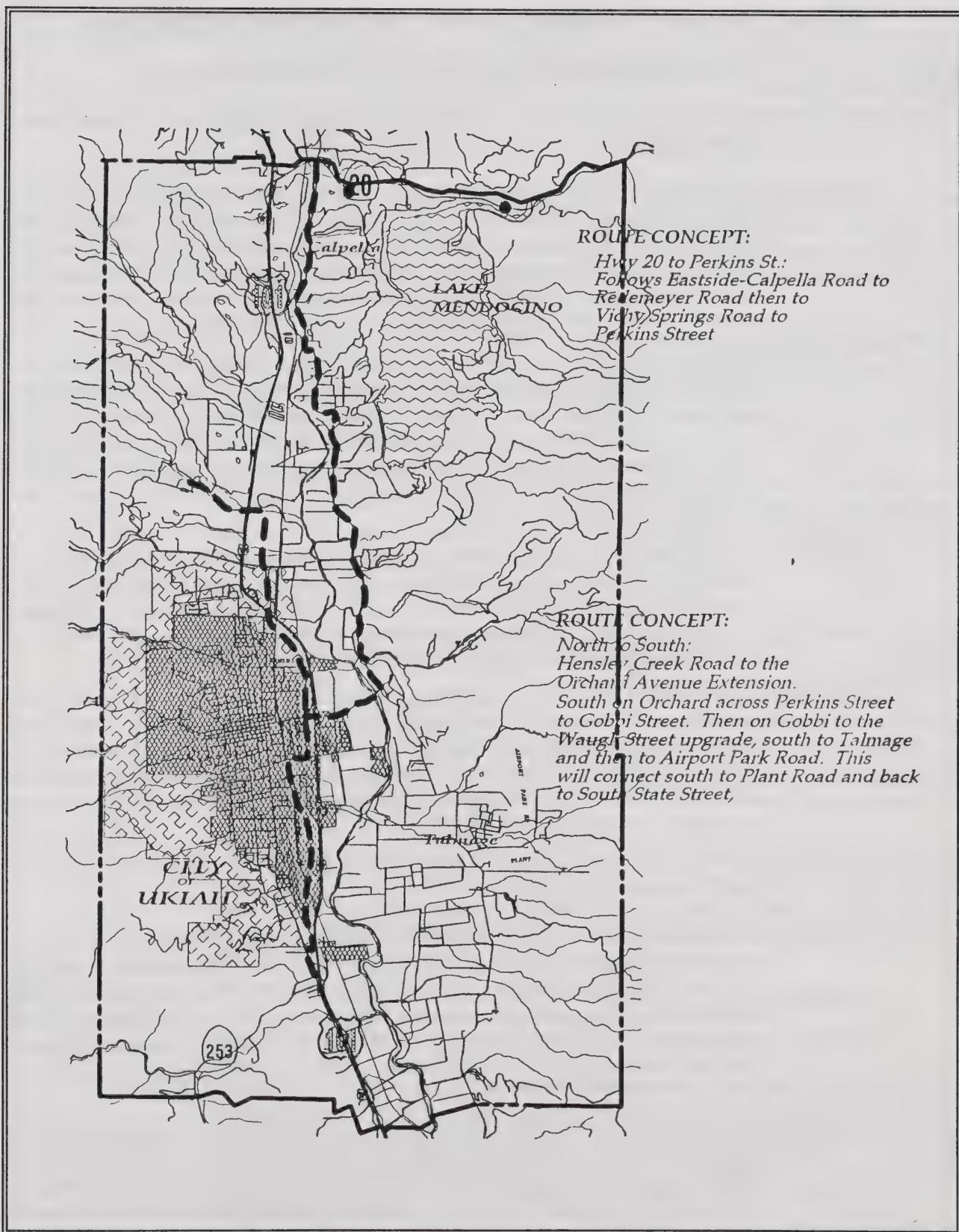


Figure V.5-HH: Route concepts in the City and Planning Areas (map does not show alignment or precise route)

## 5.08.02 General Plan goals, policies, and implementing programs

### Goal CT-19: Establish alternate North/South and East/West access routes.

*Policy CT-19.1:* Develop a program to extend existing roads or construct new roads to meet existing traffic demands.

*Implementation Measure CT-19.1(a):* During the short-term planning period, the City and County shall identify which road extensions and new roads will be needed in order to maintain or improve existing levels of service based on current traffic patterns. These shall be the "immediate need" new roads or road extensions. [Timeframe for completion: Short-term planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: City and County Public Works Departments]

*Implementation Measure CT-19.1(b):* Roads identified as "immediate need" shall have the proposed routes identified and surveyed during the short-term planning period, and shall be incorporated into the City or County Road Improvement Budget as high priorities. Preparation of a budget and cost of improvements shall be a City or County responsibility. [Timeframe for completion: Short-term planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: City and County Public Works Departments]

*Implementation Measure CT-19.1(c):* During the latter portion of the short-term planning period and the beginning of the intermediate-term planning period, the City or County shall allocate funds for the "immediate need" road construction. [Timeframe for completion: Intermediate-term planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: City and County Public Works Departments]

*Implementation Measure CT-19.1(d):* Road improvements shall be required as a condition of project approval related to the extension of any road or construction of a new road in conformance with the requirements of the Land Development Code and City or County Road Standards. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: City Planning Department and County Public Works Department]

*Policy CT-19.2:* Develop a program to extend existing roads or construct new roads to meet future traffic demands.

*Implementation Measure CT-19.2(a):* During the short-term planning period — as well as each five year update — the City and County shall identify which road extensions and new roads will be needed in order to maintain or improve future or projected levels of service based on pending or proposed traffic patterns. These shall be the "future need" new roads or road extensions. [Timeframe for completion: Short-term planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: City and County Public Works Departments]

*Implementation Measure CT-19.2(b):* In the event of an amendment to the General Plan or the proposing of a project that will result in a shift in priorities, roads classified as "future need" may be reclassified as "immediate need" when necessary to mitigate potential traffic impacts. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: City Planning Department and County Department of Planning and Building]

*Implementation Measure CT-19.2(c): Roads identified as "future need" shall have their proposed routes identified and surveyed during the intermediate-term planning period, and shall be incorporated into the City or County Road Improvement Budget as middle to high priorities. [Timeframe for completion: Intermediate-term planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: City and County Public Works Departments]*

*Implementation Measure CT-19.2(d): During the intermediate-term planning period and into the long-term planning period, the City or County shall allocate funds for the "future need" road construction. [Timeframe for completion: Intermediate-term planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: City and County Public Works Departments]*

*Implementation Measure CT-19.2(e): During each five year Circulation and Transportation Element update, review and revise as needed the classification of roads from "future" to "immediate." [Timeframe for completion: Intermediate-term planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: City and County Public Works Departments]*

*Implementation Measure CT-19.2(f): In the event that approval of a development proposal would raise a road extension or new road priority from "future" to "immediate," and the direct impact of the proposed new development is insufficient to warrant changing the road's priority from "future" to "immediate," then approval of the project shall be based on one of the following options:*

- (a) the project approval and issuance of any grading or building permits may be deferred until the road improvements have been scheduled and funding allocated; or
- (b) the project proponent may construct the improvements to City or County standards — including those improvements not directly related to the project's impact — and the City or County shall create a zone of benefit assessment in which the non-direct project costs shall be collected from future development and reimbursed to the proponent; or

Failure to incorporate one of the options of this implementation measure within a project approval results in a project that is not consistent with the General Plan. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: City Planning Department and County Department of Planning and Building]

## **G**oal CT-20: Provide for flexibility in siting new road routes or route extensions.

*Policy CT-20.1: Allow Plan amendments for additional routes or modification to routes.*

*Implementation Measure CT-20.1(a): During the annual review of the General Plan, the City or County may propose alternate road extensions or new routes in addition to those identified in the General Plan. The new routes shall be added to the General Plan by amendment. [Timeframe for completion: Short-term planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: City and County Public Works Departments]*

*Implementation Measure CT-20.1(b):* During the annual review of the General Plan the City or County may propose to delete identified road routes or road extensions by amendment to the General Plan. [Timeframe for completion: Short-term planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: City and County Public Works Departments]

*Implementation Measure CT-20.1(c):* Once a proposed road extension or new road is constructed, it shall be deemed to be removed from the “proposed road and road extension” list. [Timeframe for completion: Short-term planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: City and County Public Works Departments]

## **G**oal CT-21: Improve freeway access.

*Policy CT-21.1:* Work to improve the existing freeway interchanges.

*Implementation Measure CT-21.1(a):* Working through the Mendocino Council of Governments, seek improvements to allow access in all directions to the interchanges of US 101 at Gobbi, Perkins, and North State Street. [Timeframe for completion: Short-term planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: City and County Public Works Departments]

*Implementation Measure CT-21.1(b):* Work with MCOG and Caltrans to develop an off ramp to Perkins Street via Orchard Avenue. [Timeframe for completion: Short-term planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: City and County Public Works Departments]

## **G**oal CT-22: Ensure abandonments result in a public benefit.

*Policy CT-22.1:* Provide for abandonment of undeveloped or little-used roads when there is a general public benefit to the Valley.

*Implementation Measure CT-22.1(a):* The Planning Commission and the City Council (for the City) or the Board of Supervisors (for the County) may find that an abandonment is consistent with the General Plan if it also finds that there is a greater public benefit from the abandonment than from maintaining public ownership of the road, easement, or right-of-way. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: City Planning Department and County Department of Planning and Building]

## **5.09 Major circulation improvements to the existing street system**

### **5.09.01 Summary of major findings**

**W**ithin the Planning Area, there are numerous intersections and road segments that need to be improved in order to provide for a better traffic flow. Some improvements may be minor, such as removing a four-way stop from an intersection that does not warrant the traffic control. Other cases may require that a four-way stop be added to increase traffic safety. Additional improvements can range from replacing four-way stops with traffic signals, synchronizing traffic signals, adding lanes, and realigning intersections.

Improvements to existing roads may be classified as “general improvements” or “project-specific improvements.” Project specific improvements are construction or design activities that take place as a direct result of development. General improvements are related to increasing capacity, improving or maintaining level of service, or increasing safety.

During preparation of the General Plan, a number of major intersections were assessed for existing peak hour levels of service. Some of the intersections were reported at Levels of Service at “E” and “F”, indicating that improvements are needed in the short-term. Others with Levels of Service “C” and “D”, are candidates for intermediate-term improvements. The approach for improving roads is to develop a system that places the greatest priority on intersections and street segments that currently have unacceptable levels of service (E or F). The second level priority is placed upon on intersections or road segments at risk of dropping to a Level of Service “D” or lower. Long-term priorities will be established during the review periods for intersections with current levels of service at “A” or “B”.

Future streets need not only address the need for new roads, routes, or intersection improvements but also need to encourage pedestrian traffic, especially in the downtown area. A downtown plaza and park is a key component to revitalizing the downtown area. Eliminating Stephenson Street between South State and South School streets is the first step to creating a Downtown Plaza.

### **5.09.02 General Plan goals, policies, and implementing programs**

#### **G**oal CT-23: Improve traffic flows with intersection improvements.

*Policy CT-23.1:* Develop a phased program to improve intersections based on existing LOS.

*Implementation Measure CT-23.1(a):* When roads are identified with levels of service of “E” or “F,” plans to decrease demand, to improve flows, or increase capacity shall be prepared and implemented during the short-term planning period. [Timeframe for completion: Short-term planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: City and County Public Works]

*Implementation Measure CT-23.1(b):* When roads have levels of service of “C” or “D” traffic reduction measures, intersection improvements, or road segment improvements shall be put into place as soon as the periodically prepared traffic studies indicate that the level of service will drop from a “D” to an “E” or less. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: City and County Public Works and Mendocino Council of Governments]

*Implementation Measure CT-23.1(c):* The periodic traffic studies prepared for each Circulation and Transportation Element update shall alert the City and County to roads in which the level of service is in danger of dropping from an “A” or “B” to a “C” or less. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: City and County Public Works and Mendocino Council of Governments]

#### **G**oal CT-24: Establish policies for the use of traffic control devices.

*Policy CT-24.1:* Require substantiation of need prior to installing new four-way stops.

*Implementation Measure CT-24.1(a):* When requested to install a four-way stop, utilize accepted traffic engineering practices to determine whether the intersection warrants

the change in traffic control. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: City and County Public Works]

*Implementation Measure CT-24.1(b):* When intersection levels of service at a four-way stop controlled intersection are at risk of dropping to an “E” or “F”, prepare a study to determine if a signal is needed. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: City and County Public Works]

*Implementation Measure CT-24.1(c):* Signal sequencing shall be given a high priority, particularly where lights are numerous. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: City and County Public Works]

*Policy CT-24.2:* Improve traffic movement when improving intersections.

*Implementation Measure CT-24.2(a):* When intersections are improved or designed, provide large curb radii at arterial intersections as often as possible. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: City and County Public Works]

*Implementation Measure CT-24.2(b):* Bus stops shall be downstream from intersections. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: Mendocino Transit Authority]

**G**oal CT-25: Develop programs to improve traffic flows without requiring publicly-funded improvements.

*Policy CT-25.1:* Seek to establish programs which reduce the amount of traffic on the road during peak hours.

*Implementation Measure CT-25.1(a):* Work with employers to evaluate peak times of employee traffic and evaluate spreading work hours or allowing flexible scheduling. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: City Planning Department, County Planning and Building Department and Mendocino Council of Governments]

*Implementation Measure CT-25.1(b):* Cooperate with government and commerce employers to encourage work-at-home programs. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: City Planning Department, County Planning and Building Department and Mendocino Council of Governments, Board of Supervisors]



# VI. DEVELOPMENT ELEMENTS

## 1 HOUSING

**H**THE HOUSING ELEMENT is one of the mandatory General Plan elements. It intended by the Legislature to ensure that all local governments contribute to meet state housing goals. The Legislature intends that the Housing Element is to be implemented to the best efforts the City is capable of achieving.<sup>1</sup> This element must meet detailed statutory guidelines for content, in addition to ensuring that all policy programs are consistent with the remainder of the General Plan. The Housing Element covers a ten year period — the General Plan's short and intermediate planning periods — with emphasis on the first five years. The Housing Element is the only Element that must be reviewed and approved by the State with the responsibility resting with the Department of Housing and Community Development. The Housing Element policies are only applicable within the City limits of Ukiah.

### 1.01 *Introduction*

The Land Use Element identifies the desired location and density of new housing in the City. The Housing Element focuses on the shelter needs. A primary goal of the Housing Element is to conserve existing stable neighborhoods and encourage housing in areas where new housing needs are identified. In order to calculate the maximum number of new dwelling units that can be constructed on the existing residentially-designated lands, all undeveloped parcels zoned for residential land uses in the City were inventoried. This inventory is produced in Table VI.1-30 on Element page 15 as lands suitable for new housing, undeveloped parcels are assigned maximum density as permitted by the existing zoning district.

The Housing Element also addresses the quality of the built environment and promotion of affordable housing. Housing needs of specific groups are addressed where reliable information was available.

### 1.02 *Population projections and build-out*

**Table VI.1-21: Population and Minority Data**

	1980	1990	
		Total Population	Pct.
Total Population	11,881	14,599	Pct.
White	10,873	92	12,846
Black	90	1	146
American Indian	368	3	551
Asian/Pacific Isl'ndrs	123	1	256
Other	427	4	800

Population of Hispanic origin by race				
	1980	Pct.	1990	Pct.
Total	778	-	1709	-
White	367	47	814	48
Black	6	1	6	-
Other	405	52	889	52

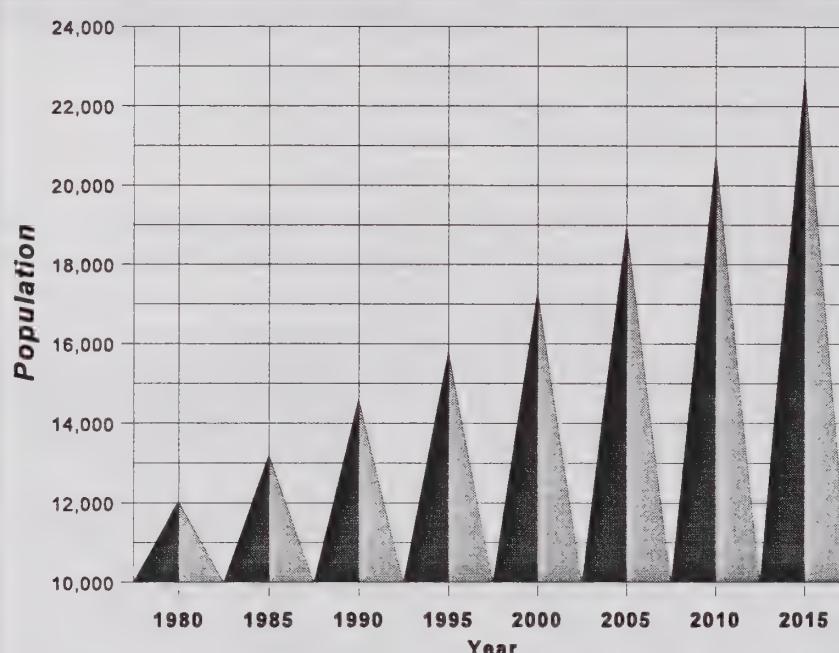
Source: U.S. Bureau of the Census, 1990.

<sup>1</sup>Government Code §65581.

The proposed General Plan anticipates continued residential and population growth, as well as expansion in economic activity, in the Ukiah Valley over the planning period which extends to the year 2015.

Economic expansion would be the result of continuing population growth in the area and independent economic development activities.

The General Plan will shape the intensity, location and distribution of growth during the planning period. However, the amount of growth which can be expected during the planning period will be regulated primarily by the prevailing rate of growth in the area regardless of the provisions of the General Plan. For the purposes of environmental assessment, assumptions have been made about expected residential, commercial and industrial growth, with related circulation improvements.



**Figure VI.1-II: City of Ukiah Population Trends and Projections**

### 1.02.01 Current population information

The City of Ukiah had a population of 14,599 in 1990, according to the final 1990 US Census Data provided by the California Department of Housing and Community Development. The population was housed in 5,825 housing units (dwellings) covering 5,666 households. Of the dwelling units, 2,850 (48.93%) were owner occupied, 2,812 (48.27%) were renter occupied. The remaining 163 housing units (2.80%) were vacant. The California Department of Finance Population Research Bureau prepares official estimates of population between census data collection. The Department estimates that the City's 1995 population is 15,783, a growth of 8.11 percent over the five year period. This is lower than the City and Planning Areas' typical  $2\frac{1}{2}$  percent annual growth rate.

### 1.02.02 Population projections

The probable maximum annual growth rate for residential development is about two percent per year, which compounds to a simple annual growth rate of about  $2\frac{1}{2}$  percent annually. Between 1980 and 1990 the growth rate was just over two percent per year.<sup>2</sup> With a 1995 estimate of 6,364 City as a base, residential development over the twenty year planning period may result in about 2,804 new dwelling units

<sup>2</sup>United States Census Data compiled for the 96067 zip code by CACI, Arlington, Virginia (Beltsville, MD: CompuServe Census Data Forum, June 20, 1992), Screen 1 of 2.

within City. This increment of growth represents an increase of about 44 percent in the total number of units currently existing in the City.

Development patterns in the City will generally follow the zoning and development patterns that have occurred over the past twenty years. The 1995 City limits are approaching complete build-out, although there is adequate land area within the City to meet the short-term housing needs allocation. The General Plan provides for a central focus to bring urbanized lands into the City. Although there is a significant level of urban development within the proposed Sphere of Influence (also part of the adopted Sphere of Influence that exists in 1995), most of this is within the unincorporated area. The more focused limitations on urban development are based on a combination of policy programs, including lack of secondary access for fire protection and general access, lack of public facilities, and a desire to maintain rural appearances in the unincorporated Valley.

**Table VI.1-22: Ukiah and Planning Area Population Projections**

	1990	1995	2000	2010	2005	2015
<b>Ukiah</b>	14,600	15,783	17,291	20,755	18,944	22,739
<b>Mendocino County</b>	79,700	86,899	98,200	116,700	107,051	125,981
<b>Uninc. Planning Area</b>	14,775	16,400	18,205	21,634	19,845	23,355
<b>Total Planning Area</b>	29,375	32,183	35,496	42,389	38,789	46,093

The acreage to be developed during the life of the Plan is likely to be less than the acreage of the areas available for development within the City. The “build-out rate” of acres consumed is based on the rate of demand for housing and economic development. In the fifteen years between 1980 and 1995, the population of the City of Ukiah increased by 49.68%, approximately 3.31 percent per year. This growth rate dropped to less than two percent per year in the past five years. If all parcels were to develop, the City would experience a growth rate in excess of 4½ percent per year a growth rate nearly twice the historic pattern for the City of Ukiah.

The credible buildout<sup>3</sup> figure is based on the rate of land consumption that is most likely to occur over the life of the General Plan. Credible buildout is the 44 percent growth factor projected over the twenty-year life of the Plan.

Population projections — developed from data prepared by the California Department of Finance, Population Research Bureau — projects that the City’s population will increase from an estimated 15,783 in 1995 to 22,739 in 2015. The population increase includes areas that the City may be petitioned to annex, because at maximum development density within the existing City limits, the maximum incorporated population is 19,900.

### 1.03 Public Participation

Incorporating an intensive public participation process for the entire General Plan, the Housing Element was also prepared by a Citizen Advisory Committee representing all economic segments of the

<sup>3</sup>The projected growth and development that is likely to occur during the life of the Plan is called *credible buildout*. *Buildout* is the maximum development of the City. The terms are discussed in Section II.5 of the Introduction and defined in Chapter IX, the Glossary to the General Plan.

community in the updating of the entire General Plan, including the Housing Element. The Citizen Advisory Committee, the Growth Management Steering Committee, and the Low-Moderate Income Housing Advisory Committee were all involved in the process. The various committees included representatives from *Nuestra Casa*—a Mendocino County-funded Hispanic Housing Agency, the Northern Circle Housing Authority—a US Housing and Urban Development-funded Indian Tribal Housing Agency, and local housing advocacy agencies—such as the Community Development Commission and the Rural Community Housing Development Corporation. Ukiah's multi-cultural community members were involved at every level of the process. The following members of the Housing Element Citizen Advisory Committee were responsible for preparing the foundation to the goals and policies that have been expanded and incorporated into the Housing Element:

### **1.03.01 Housing Element Citizen Advisory Committee**

To develop the General Plan revision and Growth Management program, the Ukiah City Council appointed fifteen Citizen Advisory Committees, one for each element, including Housing. The work of the Citizen Advisory Committees is detailed in Chapter II to the General Plan. The Housing Element Citizen Advisory Committee worked independently of the other committees to develop its policy recommendations for the Housing Element.

The committee met approximately twenty-four times over a period of over two years to discuss housing issues, opportunities, constraints and strategies for Ukiah. The committee reviewed the draft document in May, 1992. The committee prepared the Preliminary Action Program for the Housing Element.

*Housing Element Citizen Advisory Committee members:*

Martin Bradley	Irene Hardie	Susan Crane
Inge Dietrich	Robert Castellanos	Karen Poplawski
Ron Cole	Lyn Wood	Angie Svendsen

### **1.03.02 Public comments during the scoping process**

During the process of developing the Housing Element, a number of comments and recommendations were received by the City from various individuals and organizations.

## **1.04 Evaluation of previously certified Housing Element**

**U**nlike other elements of the General Plan, the Housing Element must be reviewed and updated every five years. California law requires that the update include an evaluation of programs approved in the prior Housing Element to report to accomplishments. This section of the Housing Element provides the evaluation of the last certified element.

- 1. The City Planning Commission shall continue to review the Zoning Ordinance and Subdivision regulations to eliminate those items which decrease housing availability and affordability, but do not effect public health or safety. Annually in March, a complete review of the ordinance will be undertaken.**

**Status:** A complete review of the Zoning Code was completed by the Planning Commission in late 1992. These comprehensive revisions are being held until the revised General Plan is implemented. Staff has not yet completed an analysis of which modifications would

have a significant impact on availability or affordability of housing. Housing availability and affordability are key issues in the General Plan effort. Because the General Plan revision is currently in progress, a complete review of the ordinance will be conducted once the General Plan is implemented.

**Evaluation:** A complete review of the zoning code each year is impractical. Such a review should be scheduled approximately every three years. Implementation of the General Plan will include such a review and possible restructuring of the various code provisions. Individual zoning issues can be addressed at any time on a specific needs or idea basis. The revised General Plan calls for a complete rewrite of the zoning ordinance to create a consolidated land development code that will include streamlining provisions to facilitate housing development.

**2. The City will continue to cooperate with all local housing assistance agencies in pursuing housing funding sources. Each year a Community Development Block Grant application will be submitted for either rehabilitation activities or new construction.**

**Status:** The City continues to cooperate with the Community Development Commission of Mendocino County (CDC) and the Rural Community Housing Development Corporation (RCHDC) to provide affordable and available housing. The City assisted in applying for the grant which expanded the Ford Street Guest House facility and also participated in the HOME grant application (not funded).

The City is participating in the countywide Mortgage Credit Certificate program administered by CDC and is completing the transfer of the Observatory Property for a parcel on Bush Street which will be developed with all affordable housing units. The Ukiah Redevelopment Agency assisted RCHDC with a long term \$30,000 loan for the senior citizen project on Bush Street which was primarily financed by federal Housing and Urban Development funds. A new CDBG application has not been processed each year.

**Evaluation:** Past experience with rehabilitation loans has required an extensive marketing effort to implement the program with limited results. The requirement for an annual CDBG application will require additional staff and monetary resources to prepare the applications and administer the grants. Actual grants should be applied for in response to specific documented needs and a willingness of property owners to participate.

**3. Property rezoning to (PD) “Planned Development” shall be encouraged and expedited to facilitate cost saving development techniques.**

**Status:** The most recent Planned Development rezoning accommodated approximately 150 units south of Gobbi along the extension of Orchard Ave. The majority of parcels in the two subdivisions are committed to low and moderate income persons through CDC and RCHDC programs. RCHDC is requesting a General Plan Amendment and rezone for approximately three acres east of Main Street to provide low and moderate income “for sale” units.

**Evaluation:** Planned Development zoning is a viable tool in the production of affordable housing. The parcel size requirement of the Planned Development zone limits the application of the

district to in fill properties. Modification of this requirement and continued use of the district regulations is recommended.

4. **The City will continue to implement programs identified to address areas of need documented in the "Mendocino County Housing Needs Plan" (Fair Share Plan). The City will cooperate with the Mendocino Council of Governments in its review of these allocations every three years.**

**Status:** The City participated in Mendocino Council of Governments' 1992 "Housing Needs Plan" and continues to pursue programs which meet the documented need for affordable housing. We have continued to work with a firm in Sonoma County to complete approximately 30 housing units on Mulberry Street. The majority of units constructed in the last ten years have been in the affordable range with most being subsidized through a recognized program.

**Evaluation:** The City is required to participate in the Mendocino Council of Government's (MCOG) Fair Share Plan. This action item is appropriate to ensure local input to the regional allocation.

5. **The City will generate on an annual basis appropriate housing related information using, as the basis, the various analyses provided in the Census. City staff shall report progress on implementation of the Housing Element annually in February.**

**Status:** The distribution of usable federal Census data has been extremely slow. In addition, State Department of Finance estimates since 1990 have not been as extensive or comprehensive as before. The General Plan and Growth Management Revision Program should provide the most reliable, updated information available. This evaluation comprises the annual progress report.

**Evaluation:** The City depends upon the State Department of Finance for population projections and housing unit information. The new General Plan data can be used, but the resources are not available to provide in-depth analysis on an annual basis. The annual review of progress on the Element is an additional administrative activity which does little to increase the actual production of housing units. It would seem more efficient to conduct the review effort in conjunction with the State mandates for updating the Housing Element.

6. **The City of Ukiah shall support the Mendocino County Housing Authority/Community Development Commission as having primary responsibility for the following activities: application for CDBG funds, administering funds secured under State or Federal housing programs, providing assistance to developers of low and moderate income housing, managing public housing units or rental assistance programs.**

**Local churches will be asked to inventory church holdings suitable for development of low or moderate housing, or a homeless shelter. They will be asked to provide leadership in developing the properties. Service clubs will be asked to assist in these efforts.**

**Status:** CDC is the primary resource for CDBG rehabilitation activities. Because of the difficulty in marketing rehabilitation grants and loans, the City has not pursued this activity recently. Currently, the City is processing a CDBG Planning Study to analyze the homeless population and prepare funding applications for at least two facilities for the

homeless mentally ill and homeless families with children. A large number of Article 34 units remain available.

Local churches have not been requested to inventory or assess any vacant land, though they are organizing to address sites to provide weekend meal services to the needy. Similarly, there has been no request of service clubs for special housing projects.

**Evaluation:** Continued support of CDC is very appropriate. CDC will become more involved in actual administration of citywide housing programs. CDC expertise will continue to be called upon to provide assistance to developers and to manage public housing.

**7. The City shall educate the public in the need for affordable housing.**

**Status:** A comprehensive educational program on affordable housing has not been developed. However, some information has been distributed through the City's bi-annual "Community Newsletter" and Redevelopment informational flyers.

**Evaluation:** The need for affordable housing appears to be well understood throughout the community, though specific projects may cause the "NIMBY" ("not in my backyard") syndrome because of low and moderate income connotations. The priority should be placed on efforts to produce the housing.

**8. The City shall implement residential density bonus programs as provided for in State law and controls for resale by June 1986.**

**Status:** The City has implemented the density bonus provision of State law. Current policy stipulates that density bonuses will be granted in favor of other incentives. This provision was most recently used in the senior citizen project on Bush Street.

**Evaluation:** This action item has been completed. Bonuses have been granted and the City Council is to adopt an ordinance addressing state law requirements at their December 1, 1993 meeting.

**9. The City will support and provide information to agencies charged with implementation of anti-discrimination regulations.**

**Status:** All requests for discrimination information are currently referred to Redwood Legal Assistance, the District Attorney's Office, and the Fair Employment and Housing Department.

**Evaluation:** The continued referral of such inquiries to the designated agencies is appropriate, as the City does not have the expertise or resources to address, in adequate detail, these matters.

**10. The City will encourage attempts to maintain existing housing stock through maintenance and rehabilitation grants. A procedure should be developed by December 1986, in which demolition permits are referred to the Mendocino County Community Development Commission for rehabilitation and other available means of maintaining the unit in a residential character.**

**Status:** As noted earlier, CDC is the lead agency for rehabilitation grants and none have been applied for in the last two years. CDC has been advised of demolitions with the hope that rehabilitation could occur. CDC is actually not prepared at this time to deal with existing

units; their programs are more oriented toward new construction. Demolitions are reviewed by the City Council, with recommendations from a newly constituted Demolition Permit Review Committee, comprised of the Chairman of the Planning Commission, and representatives of the building industry and general public.

**Evaluation:** The Community Development Commission has indicated a preference to work with committed property owners and existing qualified housing. The City will continue to discuss demolitions with interested agencies. Specific reference to CDC should be eliminated and this item should be added to the list of potential implementation measures.

**11. The City shall continue to inspect existing rental units upon written request, but at a reasonable cost, with a report presented to the owners and the occupants outlining the health and safety dangers (if any) and requiring compliance with the Housing Code, pursuant to Revenue and Taxation Code Section 17299 and 24436.5.**

**Status:** The City continues to provide building inspections upon request. Though the property owner is notified, the system has been improved to accommodate tenant inspection requests.

**Evaluation:** This procedure is effective and has resulted in some housing upgrades. Continuation is appropriate.

**12. City staff will assist the Community Development Commission to prepare a summary of available rehabilitation loan programs and also study the feasibility of marketing revenue bonds to raise additional monies for this purpose.**

**Status:** CDC maintains information regarding rehabilitation; however, as noted earlier, marketing and administration of these programs is difficult. It is not the highest priority for local housing providers or most cost effective projects at this time. Some individual applications for Redevelopment Housing Set-aside Funds have been reviewed by the Low and Moderate Income Housing Advisory Committee but not funded because of the low efficiency factor. Revenue bonds at the local level are not the best method to finance rehabilitation efforts. Rehabilitation of individual single family homes, although important, conserve housing for one family at a time. For more families to be served with limited dollars, the programs focus on rehabilitation of multi-family housing so that more people and housing units are served by available dollars.

**Evaluation:** This matter is still valid. The City has adopted the State Historic Building Code as well as the Uniform Code for Building Conservation.

**13. The City will continue to preserve its architectural heritage through the State Historical Building Code and the Marks Historical Rehabilitation Act of 1976.**

**Status:** A proposed historic preservation ordinance was discussed by the Planning Commission with an ad hoc Historic Preservation Committee, but the entire issue was deferred to the General Plan/Growth Management Plan program.

**Evaluation:** This matter is still valid. The City has adopted the State Historic Building Code as well as the Uniform Code for Building Conservation.

**14. The City will continue to work with the Community Development Commission to locate and acquire sites for resale to developers or annual builders of housing for low and moderate income persons.**

**Status:** A minimal number of housing sites are located within the corporate limits. The City continues to work with CDC and other non-profit housing organizations to secure available sites. The City is reviewing various programs, particularly site acquisition, for continued use of redevelopment funds.

**Evaluation:** With the few sites and minimal financial resources available, this particular item has not been accomplished. Though the City works closely with the Community Development Commission, this action item is too specific. Property purchase and resale is one of many implementation measures which can be pursued.

**15. A study of the utilization of performance standards instead of specification standards shall be completed and reviewed by the Planning Commission and Council by June, 1986.**

**Status:** A study of "performance standards" in zoning and subdivision regulations has not been performed. This is to be incorporated into the implementation phase of the General Plan in conjunction with the update of the zoning code. Currently, Planned Development zoning comes the closest to performance standards within the City.

**Evaluation:** The Growth Management/General Plan includes provisions to move towards a performance-based zoning ordinance of the recommended implementation of the General Plan. The proposal is valid though the timeframe must be revised.

**16. The City shall participate with the County in their assessment of farm worker housing conditions and determine appropriate actions to pursue. This assessment is to be completed by January 1989.**

**Status:** The County Housing Task Force, which was to address this issue has been inactive for several years. The County's recently (April 1993) revised Housing Element addresses farm worker housing for permanent and migrant situations, but does not identify locations or specific standards.

**Evaluation:** The County's assessment of farm worker housing is complete and incorporated in their Housing Element adopted in April 1993. This item should be deleted.

**17. The City shall continue to support efforts by the existing Emergency Housing Task Force and encourages that body to report to the Planning Commission.**

**Status:** The Emergency Housing Task Force is no longer in existence. The City has adopted zoning code provisions for emergency shelters. Ford Street Project and Project Sanctuary provide shelters within the corporate limits accounting for 34 beds.

**Evaluation:** The Emergency Housing Task Force no longer functions. The City participates with the Ford Street Project, Ukiah Community Center, Plowshares, and other appropriate entities to address the emergency shelter issue. This item should be deleted.

**18. The City will notify the School District of any major development that may have impact on the local school system.**

**Status:** The Ukiah Unified School District is contacted regarding all subdivisions and major commercial projects. Also each building permit with new residential or commercial space requires School District approval of school impact fees. There is an agreement between the Ukiah Unified School District and the Redevelopment Agency relative to impacts caused by increased development.

**Evaluation:** This is standard planning procedure which occurs through public noticing, environmental review, and participation in the Growth Management/General Plan process.

**Table VI.1-23: Population displayed by Household Type**

	1980	1990		
Households	4,689	Pct.	5,662	Pct.
Families	3,129	†67	3,657	†65
Married Couples	2,722	†87	2,646	†72
Single Mother	486	†16	783	†21
Other	119	†4	228	†6
Persons Living Alone	1,076	†23	1,648	†29
Group Quarters	310	†7	557	†10
Institutional	303	†6	426	†8
Non-Institutional	7	†0	131	†2

Source: U.S. Bureau of the Census, 1990  
†Percent of total households Percent of families  
Numbers may not equal 100% due to rounding

**19. Investigate the feasibility of submitting applications for a mortgage bond allocation from the State Mortgage Allocation Committee or a Mortgage Credit Certificate. September 1987 is the deadline for this activity.**

**Status:**

Mortgage Revenue Bonds have not been pursued because of their high cost to benefit ratio. The City is participating in the Countywide Mortgage Credit Certificate program administered by CDC. An application for \$10 million has just been submitted to the California Debt Limitation Allocation Committee, with the effective date to be late November or early December.

**Evaluation:**

Though the deadline was not met, the City is not currently participating with the Community Development Commission in the countywide Mortgage Credit Certificate program. As several other action items, this is very specific and should be listed among several implementation measures to be pursued.

## 1.05 Community profile

### 1.05.01 Population

The City's population is primarily White with limited numbers of Blacks, American Indians, and Pacific Islanders. Whites represent 88% of the population, down from 92% in 1980. The fastest growing group in Ukiah is Hispanic persons of all races. Population and race data for 1980 and 1990 are shown on Table VI.1-21.

### 1.05.02 Housing stock

The number of housing units in Ukiah has increased by approximately 20% between 1980 and 1990; the vacancy rate has decreased by three percent as shown in Table VI.1-4. Ukiah's vacancy rate of three percent is indicative of a very tight and competitive housing market. Over the ten year period, Ukiah has slightly shifted away from owner occupied units, to an even split of renters and owners. This change in the tenure of housing units can be partly attributed to the increase in two-to-four unit multi-family apartments available for rent and also the high cost of housing. Fewer people can afford to buy a home in the community, and so more people are renting.

As Table VI.1-25 demonstrates, the fastest growing types of housing in the City are projects with two or more units (multi-family, or single family attached). The traditional single family residence has continued to increase in number; however, its proportionate share of all housing units has dropped from 80% to 64% since 1970.

The City's position has been to allow the market to drive the types and number of housing units. Housing types containing two or more units have increased almost three fold since 1970, and projects with five or more units have shown a steady increase. From 1980 to 1990, the entire housing stock increased twenty percent. In real numbers, mobile homes have increased in the City from 423 to 505 units, but the number of units has not increased at the same rate as multi-family development types.

**Table VI.1-24: Housing Stock Inventory**

	1980	1990	
<i>Total Housing Units</i>	4,972	<i>Pct.</i>	5,825
<i>Total Occupied Housing</i>	4,685	94.2	5,562
<i>Owner Occupied</i>	2,689	54.1	2,850
<i>Renter Occupied</i>	1,996	40.1	2,812
<i>Total Vacant</i>	287	5.8	163
<i>For Sale or Rent Only</i>	158	3.2	82
<i>Seasonal/Other</i>	129	2.6	81
<i>Source: U.S. Bureau of the Census, 1990</i>			

### 1.05.03 Income characteristics

In the Housing Element, two sources of income information are used. The first is the Ukiah Community Profile prepared by Pacific Gas and Electric Company (PG&E) in 1991. The second source is 1990 Census data. Data also reflects "household" and "family" incomes.

**Table VI.1-25: Housing units by type 1970-1990**

Housing Type	1970	(%)	1980	(%)	1990	(%)
Single Family	2,845	80.4	3,308	67.0	3,728	64.0
2-4 Units	195	5.5	410	8.3	706	12.1
5+ Units	244	6.9	809	16.3	886	15.2
Mobile Homes	255	7.2	423	8.5	505	8.7
<b>Total</b>	<b>3,539</b>		<b>4,950</b>		<b>5,825</b>	
<i>Source: U.S. Bureau of the Census, 1990</i>						

The median household income for households within all parts of Mendocino County in 1990 Census

was \$31,500 per year.<sup>4</sup> Median household income for the City of Ukiah used in Table VI.1-6 is \$24,402. Median income is the point at which half of the households earn less income each year, half earn more. Median income is useful in assessing the ability of an average family to secure housing; however, it masks issues of critical need and over payment. In addressing affordable housing issues, income brackets are divided by the Department of Housing and Urban Development (HUD) into four main categories: very-low, low, moderate, and above moderate.

The *very low income household* earns up to fifty percent of the City's median income. Some studies divide this in household incomes of 0-30 percent and 31-50 percent. For purposes of the housing element, the under fifty percent category is used for very low income families. Within this range are households at or below the poverty level. *Low income households* earn between 50-80% of the area median. *Moderate income households* earn 80-120%, and *above moderate income households* earn over 120% of the median income. Table VI.1-27 shows the number of households by income group.

The PG & E Profile projects a shift in income distribution for 1995 (see Table VI.1-27). This could be the result of salaries increasing with employee tenure or promotions or salary increases due to economic development, or in-migration of households with a higher income than is typical for Ukiah. Immigration of more affluent persons is a possibility given the relatively affordable housing in Ukiah as compared with communities in northern Sonoma County. As the Bay Area continues to grow outward, many households are increasingly willing to commute for longer time periods to be able to afford a home and maintain a high paying job. Traffic patterns on Highway 101 indicate an increase in commute traffic from the Ukiah Valley south to Sonoma County.

**Table VI.1-26: Reported Value of Owner Occupied Units 1990**

Value	Number of Units	Percent of Units
less than \$50,000	42	2
\$ 51,000 - 99,999	834	37
\$ 100,000 - 149,999	913	40
\$150,000 - 199,999	315	14
\$200,000 +	160	7

Source: U.S. Bureau of the Census, 1990.

Another type of income measurement is the "family income."<sup>5</sup> Median *family* income for the City is \$29,387, which is nearly \$5,300 higher than median *household* income. Higher family income is often a result of two wage earners. The Ukiah Community Profile provides more income detail for City residents, as shown in Table VI.1-27.

<sup>4</sup>Mendocino Council of Governments, Housing Needs Plan, 1991.

<sup>5</sup>A "family" includes persons living together who are related by blood or marriage.

The information presented in Table VI.1-27 does not take into account the effect of family size. The ability of a household's income to cover basic living and discretionary costs of living is partly determined by the number of persons in the household. An income of \$30,000 per year for a single person household compared to a six member household is very different in terms of lifestyle and ability to secure appropriate housing. Table VI.1-28 illustrates the effect of family size in determining income groupings in Mendocino County.

As part of the 1990 Census, the head of household was asked to indicate whether the residence was owned or rented. Owners were asked to report the value of the residence (See Table VI.1-26); renters were asked the amount of the monthly rental payment. Not all households answered these questions; the response rate was 80% for owners, 96% for renters. The profile of the responses has been used to generate rental and value information for all housing units in the City.

The median value of all owner occupied residences in the City is \$113,278, up from \$75,351 in 1980. The average number of rooms in an owner occupied structure is 5.4, with an average of 2.5 persons per unit.

Median rent in 1990 was \$416, with 25% of rental households paying \$304 or less and 25% paying \$513 or more. The bulk of all renters, 50%, pay between \$305 and \$514 per month. Rental payments do not include monthly utilities such as power and telephone. The mean number of rooms in a rental unit is 3.9, with an average of 2.46 persons per unit.

The values and rents reported in the Census reflect all units, not just those which may be available on the market.

#### 1.05.04 Number of persons overpaying for housing

Mendocino County — and by extension the City of Ukiah — has a unique combination of high-paying industrial sector positions and lower-paying service sector jobs. This combined with a large number of single parent households result in a number of households paying more than is considered appropriate for housing. Generally, a household paying more than twenty-five percent of its income for housing is considered a household "over-paying" for housing. While homeowners with two incomes within the median or above-median category typically do "overpay" for mortgages, the more income a family has the better its ability to handle more than twenty-five percent of income for shelter. In the low and very-low income categories, high housing costs may be the difference between being able to nutritiously feed a family.

**Table VI.1-27: Household Income City of Ukiah**

Income	Households		
	1990 Units	1990 Per-cent	1995 Percent
0 - \$7,499	668	8.8	12.0
\$7,500 - 9,999	457	6.0	4.2
10,000 - 14,999	574	7.6	10.6
15,000 - 24,999	1,009	13.4	15.3
25,000 - 34,999	941	12.5	14.3
35,000 - 49,999	1,036	13.7	18.1
50,000 - 74,000	618	8.2	16.6
75,000 and over	267	3.5	1.1
<b>Total</b>	<b>7,560</b>		

Source: Pacific Gas and Electric Company, Ukiah Community Profile, February 1991, page 6.

In the 1990 Census Data provided by the HCD, 1,786 lower income households (earning 80% of median income or less) were paying more than a quarter of their income for housing. These households represent more than three-quarters of all lower income households. 1,424 of the households overpaying are renters — representing 85% of all lower income renters. The remaining 362 overpaying households are home owners. This latter group is 54% of all lower income home owners.

### 1.05.05 Number of Overcrowded Households

By definition, a housing unit is “overcrowded” if it has more than one person per room (of all rooms in a home, not just bedrooms). Overcrowding is an indication of high housing costs, low average incomes, limited supply of housing or a combination of all of these factors. The number of units which are overcrowded has varied from 227 in 1970 and 164 in 1980 to 381 units in 1990. Overcrowded units in 1990 represent 6.5% of all housing units, approximately the same percentage as in 1970. There are substantially

**Table VI.1-28: Poverty level by household income and family size**

Income Group	Family Size						
	1	2	3	4	5	6	7
Very Low	11,600	13,300	14,950	16,600	17,950	19,250	20,600
Lower	18,600	21,250	2,390	26,550	28,700	30,800	32,950
Median	23,250	26,550	29,900	33,200	35,850	38,500	41,150
Moderate	27,900	31,900	35,850	37,950	43,050	46,250	49,400

Source: State of California, Housing and Community Development. State Density Bonus Law. March, 1990. Exhibit VII April, 1991.

more “overcrowded” rental units — 283 than the 98 owner-occupied overcrowded units.<sup>6</sup>

### 1.05.06 Condition of housing

In 1985, a formal “Survey of Housing Conditions” was performed. The survey identified housing units as being either structurally sound, in need of minor repair, in need of major repair, or beyond repair. These data were supplemented in early 1995 by estimates and information provided by area insurance agents and builders. The central and northwest portions of the City contain the greatest percentage of housing units in need of rehabilitation or demolition. This area of substandard housing is primarily located within the Redevelopment Area. It may qualify for tax increment funding for improvements. According to staff at the Mendocino County Community Development Commission, the 1985 survey results are still valid; housing conditions have not changed markedly since 1985.

An informal 1994 windshield inspection of areas in which there was housing in need of improvement during the 1985 survey finds that conditions are generally the same as 1985. This is a result of a combination of some homes being rehabilitated or repaired, other homes being converted to owner-occupancy and being improved by the new owners, and some homes that were “acceptable” in 1985 now falling into a “needs repair category.” Based on the sampling of the areas, and allowing for a pending abatement proceeding against four homes, the City has an estimated 750 homes in need of minor repair. It is projected that there are less than 350 in need of major repair. These numbers are higher than another

<sup>6</sup>1990 Census Summary Tape File 1A.

method of projecting units in need of repair, which assumes that the 639 units built before 1940 are in need of some form of rehabilitation.<sup>7</sup>

When the abatement proceedings are completed, there are 11 units in the City. This latter number is based on the nine of demolition permits issued since the 1990 Census, the four potentially abated units, and an estimate of the number of "in need of major repair" structures from 1985 that have drifted into the beyond repair category.

The City has applied for a Community Development Block Grant which can be used to update its housing condition survey. The results of the pending application were not available at the time the Draft General Plan was approved by the City of Ukiah Planning Commission.

## 1.06 *Inventory of land suitable for residential development*

Providing opportunities for new housing development — in addition to compiling statistical data available from diverse sources — is an objective of the Housing Element. The City compiled a complete inventory of all undeveloped parcels within the incorporated limits which have the potential of being developed for residential uses.

The following three tables provide this information. Table VI.1-10 is a summary of the land use inventory in a format that matches the review sheets for the Department of Housing and Community Development. Table VI.1-11 is an actual inventory of undeveloped residential parcels compiled in 1994. Table VI.1-12 is an inventory of non-residential properties.

**Table VI.1-29: Summary table of Vacant land within the City limits suitable and zoned for residential use**

Zoning Permitted uses	Land use Class	Number of acres	Density Range (units/acre)	Availability of services and facilities	Dwelling unit capacity
Single family	Low Med-Low	195.43	1-5 6-7	Adequate	2.51
Multiple family	Med High High	66.87	8-14 15-28	Adequate	2.51
Mobile homes	Low Med-Low	Based on application	1-5 6-7	Adequate	2.51
Emergency shelter and transitional housing	Any zone other than Industrial	All available	N/A	Adequate	N/A
Sites with residential development potential during the life of the Element	All identified lots	All available	1-28	Adequate	2.51

<sup>7</sup>1990 Census, STF 3A.

Zoning Permitted uses	Land use Class	Number of acres	Density Range (units/acre)	Availability of services and facilities	Dwelling unit capacity
Currently non-residential		38.32	1-28	Adequate	2.51
Other		11.08	1-28	Adequate	2.51
<b>Total</b>		<b>311.70</b>			<b>2.51</b>

**Table VI.1-30: Inventory of undeveloped land within the City of Ukiah suitable and zoned for residential use<sup>8</sup>**

Assessor Parcel Number	Parcel Size (Square feet)	General Plan Density	Buildout scenario potential		Notes
			Units <sup>a</sup>	Units <sup>b</sup>	
001-490-94	3,000	MLD	1	1	
001-470-59	6,050	MLD	1	1	duplex ok
001-470-61	9,100	MLD	2	1	duplex ok
001-470-62	9,600	MLD	2	2	duplex ok
001-470-63	5,000	MLD	1	1	duplex ok
001-470-64	4,800	MLD	1	1	duplex ok
001-470-66	3,500	MLD	1	1	duplex ok
001-470-67	3,500	MLD	1	1	duplex ok
001-470-68	5,000	MLD	1	1	duplex ok
001-470-69	4,400	MLD	1	1	duplex ok
001-470-70	5,500	MLD	1	1	duplex ok
001-470-56	4,400	MLD	1	1	duplex ok
001-440-09	30,600	LDR/HS	2	1	
001-440-10	9,000	LDR	1	1	
001-440-08	7,600	LDR	1	1	
001-440-06	8,000	LDR	1	1	
001-410-16	82,500	LDR	9	2	
001-410-18	75,500	LDR	9	2	
001-410-20	68,750	LDR	8	2	
001-410-29	11,000	LDR	1	1	
001-410-35	15,225	LDR	2	1	
001-410-36	17,425	LDR	2	1	
001-430-25	56,000	MHD	18	10	multi-family
001-430-24	6,600	MLD	1	1	multi-family
001-060-44	19,375	MLD	3	3	
001-060-4,5	0	MLD	0	0	
001-082-36	3,025	MLD	1	1	
001-082-37	5,400	MLD	1	1	
001-082-42	2,500	MLD	1	1	
001-071-19	6,300	MLD	1	1	

<sup>8</sup>This list does not include any inventory of lands outside the City limits as of May 6, 1995.

Assessor Parcel Number	Parcel Size (Square feet)	General Plan Density	Buildout scenario potential		Notes
			Units <sup>a</sup>	Units <sup>b</sup>	
001-072-44	4,250	MLD	1	1	
001-113-22	14,000	MLD	2	2	
001-113-25	42,750	MLD	7	6	
001-112-26	6,300	MLD	1	1	
001-030-03	1,193,544	HS	1	1	slopes
001-030-05	1,459,600	HS	1	1	slopes
001-040-01	1,562,500	HS	1	1	slopes
001-040-04	1,902,265	HS	1	1	slopes
001-040-14	389,962	LDR/HS	3	1	
001-040-29	227,383	HS	1	1	slopes
001-040-55	84,942	LDR/HS	5	1	
001-120-34	72,000	OS			open space
001-120-02	117,612	HS	1	1	slopes
001-120-29	21,000	HS	1	1	slopes
001-130-29	90,000	LDR	10	2	
001-130-36	8,500	LDR	1	1	
001-130-37	7,225	LDR	1	1	
001-130-38	6,400	LDR	1	1	
001-130-39	7,200	LDR	1	1	
001-130-40	3,000	LDR	1	1	
001-130-41	4,500	LDR	1	1	
001-130-42	15,400	LDR	2	1	
001-130-43	24,000	LDR	3	1	
001-130-44	13,600	LDR	2	1	
001-130-45	15,000	LDR	2	1	
001-130-46	15,000	LDR	2	1	
001-130-47	36,000	LDR	4	1	
001-130-48	15,000	LDR	2	1	
001-130-49	17,500	LDR	2	1	
001-130-50	9,900	LDR	1	1	
001-142-27	8,400	MLD	2	1	
001-142-28	34,000	MLD	5	5	
001-142-18	7,800	MLD	1	1	
001-142-39	55,350	MLD	9	8	
001-142-40	0	MLD	0	0	
001-151-16	5,000	MLD	1	1	
001-151-14	6,375	MLD	1	1	
001-141-30	34,200	MLD	5	5	
001-160-08	31,050	LDR	4	1	
001-171-02	92,500	MLD	15	13	
001-171-06	7,500	MLD	1	1	
001-181-17	10,000	MLD	2	2	

Assessor Parcel Number	Parcel Size (Square feet)	General Plan Density	Buildout scenario potential		Notes
			Units <sup>a</sup>	Units <sup>b</sup>	
001-183-10	15,000	MLD	2	2	
001-203-31	65,500	MLD	11	9	
001-203-34	14,400	MLD	2	2	
001-240-08	42,938	LDR	5	1	
001-230-08	341,510	LDR/HS	3	1	
001-242-18	3,600	MLD	1	1	
001-243-05	12,100	MLD	2	2	
001-252-47	8,000	MLD	2	1	
001-253-23	20,250	MLD	3	3	
001-271-16	7,150	MLD	1	1	
001-271-18	2,000	LDR	1	1	
001-275-10	7,125	MLD	1	1	
001-283-25	10,000	MLD	2	2	
001-291-29	14,000	MLD	2	2	multi-family
001-292-14	6,300	MLD	1	1	multi-family
001-304-02	9,100	HDR	6	3	
001-321-25	39,000	MHD	13	7	
001-420-14	363,250	HS	1	1	slopes
001-323-13	7,150	MHD	2	2	
002-093-03	7,500	MHD	2	2	duplex
002-080-42	7,200	MLD	1	1	
002-111-31	20,600	MLD	3	3	
002-114-59	5,000	MLD	1	1	
002-102-03	15,000	HDR	10	5	
002-153-14	5,400	HDR	3	2	duplex
002-146-37	10,200	MLD	2	2	
002-281-02	14,375	HDR	9	5	
002-281-14	13,650	HDR	9	5	
002-281-15	13,650	HDR	9	5	
002-302-37	7,000	MHD	2	2	duplex
002-311-04	2,700	HDR	2	1	
002-311-10	72,000	HDR	46	25	multi-family
002-311-15	82,925	HDR	53	29	
003-010-36 [Portion]	41,578	HS	0	0	
003-010-36 [Portion]	62,375	MLD	10	9	
003-010-37 [Portion]	55,250	MLD	9	8	
003-010-37 [Portion]	65,000	HS	0	0	
003-021-23	19,000	MLD	3	3	
003-021-24	5,000	MLD	1	1	
003-030-47	6,000	MLD	1	1	
003-030-48	5,000	MLD	1	1	
003-030-49	7,000	MLD	1	1	

Assessor Parcel Number	Parcel Size (Square feet)	General Plan Density	Buildout scenario potential		Notes
			Units <sup>a</sup>	Units <sup>b</sup>	
003-030-50	6,000	MLD	1	1	
003-030-67	3,000	MHD	1	1	multi-family
003-030-68	3,900	MHD	1	1	multi-family
003-040-30	142,441	HDR	92	49	multi-family/sf
003-050-33	6,300	HDR	4	2	
003-061-25	20,000	MLD	3	3	
003-100-22	36,000	MHD	12	7	
003-110-56	16,500	MLD	3	2	
003-110-59	15,400	MLD	2	2	
003-110-63	40,000	MLD	6	6	
003-110-64	102,366	MLD	16	14	
003-130-67	10,500	MHD	3	2	multi-family
003-471-13	22,400	HDR	14	8	
003-471-22	13,125	MHD	4	2	
003-471-23	13,125	MHD	4	2	
003-471-24	13,125	MHD	4	2	
003-471-25	13,125	MHD	4	2	
003-260-01	199,940	MLD	32	28	
003-520-55	6,000	MLD	1	1	
003-520-56	6,600	MLD	1	1	
003-520-19	3,900	MLD	1	1	
003-530-24	113,256	HDR	73	39	multi-family
003-530-23	803,682	HDR	517	277	multi-family
003-550-71	15,000	MLD	2	2	
003-550-72	20,000	MLD	3	3	
003-550-73	19,150	MLD	3	3	
003-590-01	6,000	MHD	1	1	multi-family
003-590-03	6,000	MHD	1	1	multi-family
003-590-04	6,000	MHD	1	1	multi-family
003-590-05	6,000	MHD	1	1	multi-family
003-590-06	6,000	MHD	1	1	multi-family
003-590-07	6,000	MHD	1	1	multi-family
003-590-08	6,000	MHD	1	1	multi-family
003-590-10	6,000	MHD	1	1	multi-family
003-590-11	6,000	MHD	1	1	multi-family
003-590-12	6,000	MHD	1	1	multi-family
003-582-11	2,000	MHD	1	1	
003-582-13	2,000	MHD	1	1	
003-582-15	2,000	MHD	1	1	
Unknown	3,500	MLD	1	1	
<b>TOTAL: 155</b>	<b>11,427,269</b>	<b>262 acres</b>	<b>1,243</b>	<b>747 ~ units</b>	

Assessor Parcel Number	Parcel Size (Square feet)	General Plan Density	Buildout scenario potential		Notes			
			Units <sup>a</sup>	Units <sup>b</sup>				
<b>Abbreviations:</b>								
LDR — Low Density Residential, 1-5 dwellings/acre.								
MLD — Medium Density Residential, 6-7 dwellings/acre.								
MHD — Medium High Density Residential, 8-14 dwellings/acre.								
HDR — High Density Residential, 15-28 dwellings/acre.								
HS — Hillside Development, no development assumed.								
General Plan densities taken as net densities.								
<sup>a</sup> Buildout one assumes maximum density. • <sup>b</sup> Buildout two assumes minimum density under General Plan.								
Roads assumed at 15% of gross land area when development would result in 33 or more units.								

**Table VI.1-31: Parcels with residential potential currently designated for commercial use<sup>9</sup>**

Assessor Parcel Number	Parcel size (square feet)	Potential Units	Notes
002-040-14	48,000	8	
002-010-06	48,000	8	
002-010-08	9,750	2	multi-family
002-030-06	60,800	10	
002-040-35	20,000	3	multi-family
002-040-36	20,000	3	multi-family
002-093-04	9,900	2	multi-family
002-121-08	6,600	1	
002-122-01	6,750	1	
002-146-15	5,400	1	multi-family
002-146-35	6,500	1	multi-family
002-153-27	5,000	1	
002-153-32	4,500	1	
002-146-36	6,000	1	
002-193-16	13,500	2	
002-200-39	15,000	2	
002-200-40	7,500	1	
002-175-06	12,500	2	
002-182-19	9,600	2	
002-186-02	7,225	1	
002-186-19	13,300	2	multi-family
002-217-06	21,000	3	
002-218-02	6,200	1	

<sup>9</sup>This list does not include any inventory of lands outside the City limits as of May 6, 1995.

Assessor Parcel Number	Parcel size (square feet)	Potential Units	Notes
002-218-07	4,250	1	
002-232-03	15,375	2	
002-232-04	3,250	1	
002-247-06	104,544	17	
002-247-04	84,070	14	
002-262-05	17,000	3	
002-271-01	11,500	2	
002-271-02	5,500	1	
002-271-03	12,600	2	multi-family
002-273-11	5,000	1	duplex
002-273-13	7,700	1	duplex
002-282-01	152,024	24	multi-family
002-282-18	16,000	3	
002-282-19	28,000	4	
002-282-05	5,600	1	duplex
002-290-01	7,500	1	duplex
002-290-43	12,000	2	duplex
002-290-44	12,000	2	duplex
002-290-45	12,000	2	duplex
002-290-46	12,000	2	duplex
002-334-71	14,400	2	
002-340-28	24,000	4	multi-family
002-340-29	24,000	4	multi-family
002-340-31	160,300	26	multi-family
002-340-32	96,268	15	multi-family
002-340-33	104,108	17	multi-family
002-340-24	14,300	2	multi-family
003-030-75	18,000	3	multi-family
003-030-76	6,900	1	multi-family
003-040-41	50,000	8	multi-family/sf
003-083-06	7,700	1	
003-130-11	7,500	1	multi-family
003-472-02	7,475	1	multi-family
003-472-05	9,000	1	multi-family
003-472-06	33,000	5	multi-family
003-530-14	18,450	3	multi-family
179-062-26	22,500	4	
180-030-08	84,000	13	
180-030-18	76,200	12	
<b>TOTAL: 62</b>	<b>1,669,039<sup>‡</sup></b>	<b>268 units</b>	<b>38 acres</b>

NOTE: Development calculated at 7 dwellings per acre.

*Parcels which require further evaluation to determine suitability for residential use*

Assessor Parcel Number	Parcel size (square feet)	Potential Units	Notes
001-470-53	41,818	P	
001-060-34	9,250	P	
001-060-36	11,200	P	
002-010-01	307,534	P	
002-281-27	112,820	P	

Although housing and construction needs are discussed more specifically in later sections of this element, the City has adequate infrastructure planned for construction during the next five years to accommodate its regional fair share housing need. Additionally, the City is able to accommodate its fair share without needing to annex new territory.

## 1.07 *Housing affordability*

Table VI.1-26 identifies the *value* of owner occupied residences. Information was collected through the Census with individuals reporting what was believed in 1989 to be the value of the home. The value reported may or may not be what could be expected for a sales price if the unit were sold. A high housing value does not necessarily mean that housing costs are high also. Persons who have owned a home for a long period of time, or those who were able to afford a large down payment, will have proportionally lower housing costs. Housing value and housing costs apply to all units in the housing stock. However, households trying to buy a house are limited to those units which are for sale. Units available on the market at any one time may not include any of the more affordable units.

The ability to afford a median priced home in Ukiah in 1991 would require an income in excess of \$44,000 per year. As noted on Table VI.1-27 less than 18% of the City's households have sufficient

incomes to qualify for this home. California's Department of Housing and Community Development reports that 54 percent of all families are overpaying monthly shelter costs; 85% of low income families are overpaying.

According to guidelines which are prepared by the U.S. Department of Housing and Urban Development (HUD) and used by many mortgage lending institutions nation-wide, households should target to spend a range from 25 to 35 percent of their gross income for rent, utilities, property taxes, and insurance. The percentage of households overpaying for housing can be estimated by comparing the income profile of city residents against the price data from the Mendocino County Board of Realtors and value information of the housing units derived from the Census.

Mendocino County estimated in 1985 that approximately 51% of low income and 39% of moderate income homeowners were spending in excess of 25% of their income

Contract Rent	# of Units	% of Units
\$ <= 250	458	16.3
\$250 - 499	1603	57.0
\$500 - 749	675	24.0
\$750 - 999	70	2.5
\$1,000 +	6	0.2

Source: U.S. Bureau of the Census, 1990

for housing. Approximately 59% of low income and 65% of the moderate income renters were spending in excess of 25% of their income for housing.<sup>10</sup>

The cost of building a typical “suburban” style home is in the \$32,000-\$36,000 range for “sweat equity” homes and \$40,000-\$45,000 for a “standard” home. A home with “upgrades” can be constructed in the \$50,000-\$55,000 range. A sweat equity home is one where the property owner provides the labor and pays for materials and site preparation and some special or complex construction work. A standard home meets FHA minimums with some extras or modest upgrades. A home with upgrades means one where the quality of materials, trim, and amenities are higher than a typical home. These prices do not include the cost of land.

### **1.07.01 Assisted housing inventory**

There is a total of 775 units in the assisted housing inventory. Assisted units include those with (1) federally subsidized financing at below market interest rates for construction from sources such as the Federal Housing Administration (FHA) or Farmer’s Home Administration (FmHA); (2) units owned and operated by a non-profit or governmental agency, such as the Ford Street Project or the Community Development Commission of Mendocino County; and (3) units with Section 8 vouchers (Federally subsidized rent vouchers).<sup>11</sup>

When the federal government participates in the financing of residential construction or subsidizing of rents, it is for a specific period of time established by contract. A contract is drafted which stipulates the number of years the financed project must remain affordable. Once the HUD contracts expire, the property owner may convert the units to market rate, and they will be lost from the assisted inventory and inventory of affordable units. Units for which the term is about to expire are defined as units “at risk.”

None of the units in the assisted units inventory are “at risk.” Orchard Manor’s FmHA financing was renewed in April of 1994. However, it should be noted that Orchard Manor does have units which are under Section 8 contracts which are tied to the project and cannot be moved with the tenants. Such Section 8 contracts are set for a number of years ranging from five to forty. Many of the contracts permit owners to opt out after every five years. If the owners decide to quit the program the tenants living in those units would lose their rental assistance.

### **1.08 Special groups needs assessment**

**M**endocino County prepared a Housing Assistance Plan in 1985 which was supplemented in the County’s 1993 Housing Element. It is estimated that of all lower income households in need of assistance, 31% were elderly or handicapped, 53% were headed by single women and 16% were large families.<sup>12</sup> These are the most recent data available for the City.

<sup>10</sup>City of Ukiah. Report on the Redevelopment Plan. 1989. p 17.

<sup>11</sup>Mendocino Community Development Commission.

<sup>12</sup>City of Ukiah. Report on the Redevelopment Plan. 1989. p 17.

**Table VI.1-33: Assisted units inventory**

Project Details	Types of Assistance	Earliest Cancellation Date	Elderly Units	Non-Elderly
Ukiah Autumn Leaves 425 E. Gobbi St. Ukiah, CA 95482 (707) 462-5550	HUD §236 (J) (1) LMSA/ RAPV/ CONV	09/27/97 - Section 8 05/29/99 - Section 8 04/26/2016 - HUD	92 37 92 Total assisted units=92	
Walnut Village 1240 N. Pine Street Ukiah, CA 95482 (707) 468-9672	HUD §202 New Construction	4/10/99 - Section 8 07/20/2019 - HUD	48 48 Total assisted units=48	
Orchard Manor 610 N. Orchard Ukiah, CA 95482 (707) 468-5810	New Construction FmHA §515/8	04/2014		42
Orchard Village 548 Ford Ukiah, CA 95482 (707) 468-0669	New Construction FmHA §515/8	11/18/2001 - Section 8		48
Holden Street Apartments Holden at Dora Street Ukiah, CA 95482 (702) 468-9672	HUD §202 New Construction	02/10/2003 - Section 8 06/22/2023	6	
Creekside Village 237 E. Gobbi St. Ukiah, CA 95482 (707) 463-0721	HUD §202 New Construction	06/09/2003 - Section 8 05/13/2023 - HUD	44 40 Total assisted units=44	4
<b>TOTAL:</b>	<b>190 HUD 266 Section 8</b>			

Abbreviations:  
 HUD: Housing and Urban Development  
 FmHA: Farmers Home Administration.  
 LMSA/RAPV/CONV: Loan Management Set Aside, converted from an earlier Rental Assistance Payment Contract.  
 Sources: California Coalition for Rural Housing Project. "Inventory of Federally Subsidized Low-Income Rental Units, 1990 Update". March 1, 1990.  
 State of California, Department of Housing and Community Development. Revised Housing Element Amendment Date, Preserving Subsidized Housing Projects. 1991

## 1.08.01 Disabled

According to 1990 Census data approximately two percent of Ukiah's population, 311 people, between the ages of 16 and 64 are expected to have a mobility or self care limitation. Approximately seven

percent of the population (1,160 people) are estimated to have a work disability or a mobility or self care limitation. Among persons 65 and older, approximately 40% are estimated to have a work disability and/or a mobility or self care limitation.

Some of the housing problems experienced by disabled individuals include lack of affordable housing, initial move-in expenses, social stigma, and lack of support services. For disabled persons, the most significant need is affordable housing which is also accessible. Some efforts have been made to address the housing and support needs of disabled individuals through various agencies such as Mendocino County Aids Volunteer Network, Mendocino County Departments of Social Services, Mental Health, and Public Health, Ford Street Project, Ukiah Valley Association for the Handicapped, and Families United.<sup>13</sup> The City has been supportive of many of these groups through both financial and in-kind assistance.

The Ukiah Valley Association for the Handicapped (UVAH) has two service programs which are available to developmentally disabled individuals age 18 and older. One program has a vocational orientation, while the other focuses on community integration skills for severely disabled persons. Current enrollment in these programs is 122 persons.<sup>14</sup>

#### **1.08.02 Elderly**

The number of elderly persons<sup>15</sup> in the community has remained constant at 15% from 1980 to 1990. Elderly persons make up 26% of all households in the city, and 49% of all single person households. There are 978 elderly owner-occupied housing units and 447 elderly rental-occupied housing units in the City.

The City has several programs in place to assist the elderly. These programs range from rehabilitation assistance and energy conservation programs from the City's redevelopment funds to housing designed for the elderly. The Bush Street apartments provides all of its more than 100 units for the elderly. In addition, Ukiah offers second dwelling units in single family zones, which provide additional rental opportunities for the elderly.

#### **1.08.03 Large households**

There were 536 households in 1990 with five or more persons representing approximately 10% of all households. Large households are most in need of affordable housing units with four or more bedrooms. 253 of these households were owners and the remaining 283 housing units were renters. The City has no programs designed to match large families with housing units.

#### **1.08.04 Farm workers**

The total number of farmworkers in Mendocino County fluctuates between 80 in November and 2,450 in August, with the number of seasonal workers fluctuating between zero in November and 2,220 in August.<sup>16</sup> For the City of Ukiah, Census data reports that 2% of the population are employed in agriculture, forestry, and fisheries. Most of the agricultural activity occurs in the unincorporated areas

<sup>13</sup>Mendocino County Department of Planning and Building Services. [Mendocino County General Plan Housing Element Technical Appendix](#). April, 1993.

<sup>14</sup>Roy Smith, Executive Director of the Ukiah Valley Association for the Handicapped, September, 1993.

<sup>15</sup>The California Department of Housing and Urban Development defines "elderly" as persons age 65 and over.

<sup>16</sup>Mendocino County Department of Planning and Building Services. [Mendocino County General Plan Housing Element Technical Appendix](#). 1993.

surrounding the City. Harvest time workers are mostly single men with short term housing needs. The Census reports that there are only 259 persons within the City who are employed in the agriculture, timber, and fisheries industries. Farmworker housing within the City is integrated with other low-income family needs.

### **1.08.05 Female head of family**

Single mothers with children represent 566 of the City's 2,100 family households with children. Single mothers with children have a high need for affordable housing. Many work at low wage positions in the service or retail sectors in order to support their families. This results in an allocation of a sizable portion of their income for child care. This leaves less income to be spent for housing. Encouraging higher wage positions or affordable child care facilities would help female-headed households meet their housing needs. Affordable housing options for this target group may include multifamily rental housing, homeownership opportunities, and homesharing programs. There presently are no funds available to produce new low-income family-oriented units to meet this housing need.

### **1.08.06 Homeless persons**

A study of homelessness was commissioned by the City of Ukiah to be used as an educational tool, for assessing the housing and related needs of the homeless people in the Ukiah area, and as a tool to be used in planning to address those needs. It was conducted by Kiichli & Associates and was adopted by the City of Ukiah in August of 1994. This study is incorporated into the Housing Element by reference. Section 1.08.06 is extracted from the Kiichli report.

The Kiichli study provides: counts of the number of homeless people in the area; an analysis of the issues that cause or contribute to homelessness; an exploration of the immediate and longer term needs of homeless people; an analysis of the services and resources that are available in the Ukiah area to address those needs (Appendix 1 of the Kiichli report provides a detailed listing); an analysis of the availability and accessibility of housing for this population; an examination of the gaps in services and housing opportunities that exist; and recommendations for the role the City might play in addressing the needs.

There are many avenues through which the City of Ukiah can work to reduce homelessness in this community, including supporting and encouraging the development of affordable housing, taking a leadership role in encouraging economic development and employment and training opportunities and supporting local service providing agencies in their efforts to develop a comprehensive continuum of care in this community. The task is large, but the need is clear. The information and recommendations in this study provide a basis for a caring and effective City and community response to homelessness in the Ukiah area.

The following is a profile of homelessness in the Ukiah Area:

- \* There were more than 1,120 homeless households (2,044 people) in the Ukiah area during 1993 (Kiichli report page 11).
- \* There are 12,580 households (34,785 people) residing in the Ukiah area (Ukiah and surrounding area, including Calpella, Redwood Valley, Talmage, Hopland) (Kiichli report page 4). The homeless people represent 5.9 percent of the total population (Kiichli report page 13).

- \* An estimated 622 households in the Ukiah area are homeless on any given night (Kiichli report page 13).
- \* Twenty-six percent (26%) of the population in the Ukiah area are receiving some form of public assistance (5,381 households with 9,048 people) (Kiichli report page 7).
- \* Almost 40% of the households in the Ukiah area are renters as opposed to homeowners (Kiichli report page 66).
- \* Eighty percent (80%) of the households in the Ukiah area with incomes below \$20,000 are overpaying (paying more than 30% of their income) for rent (Kiichli report page 72).
- \* In 1990, the vacancy rate for rentals in the Ukiah area was 1.6% (Kiichli report page 67).
- \* To house the homeless households in the Ukiah area there would need to be at least 535 additional affordable housing units (not counting units needing to be replaced) (Kiichli report page 63).
- \* Between 30 and 35% of the homeless people in the Ukiah area are suffering from mental illness. There are virtually no mental health services (therapy or counseling) available for homeless people (see Kiichli report page 43).
- \* Hundreds of thousands of dollars per year in public funds are being spent sheltering and housing people in residential motels which are not connected services (Kiichli report page 81).
- \* There is a strong network of emergency services in the Ukiah area, which is supported by the local community (Kiichli report page 33).
- \* There is no comprehensive, integrated system of care aimed at addressing the problems underlying the homelessness in the Ukiah area (Kiichli report page 61).

#### **1.08.07 Persons at risk of homelessness**

Persons and households who require public assistance to meet their basic requirements for food and shelter are considered at risk of becoming homeless. These individuals are in a precarious financial situation and are most likely to lose their housing as a result of medical problems, divorce, domestic violence, or inability to pay.

The Mendocino County Department of Social Services reports that as of September 1991, there were 925 Ukiah area families receiving aid through the Aid to Families with Dependent Children Program (AFDC). Of these, 102 of those families were unemployed, 823 other family groups were employed and earning below the poverty level. Qualification for AFDC is determined by income and family size. The maximum payment for a family of three is \$663 per month, \$7,956 per year. Persons earning more than the threshold do not qualify for relief.

A total of 3,069 AFDC, Food Stamps, and MediCal cases were on the County Welfare rolls for Ukiah area households as of September 1991. These cases do not all represent discrete households, as individuals may receive more than one type of aid. They do, however, paint a picture of need in the community. Under HUD guidelines, a family of three receiving \$7,956 per year, should not spend more than \$198 per month for rent and utilities.

The race of persons receiving AFDC has been compared to that race's representation in the population as a whole to demonstrate whether poverty is "color blind." On the basis of statistical probability, fewer Whites and Asians are living in poverty. Native Americans have a disproportionately high poverty level.<sup>17</sup>

Families receiving public assistance are among the most impoverished in the community. If these households were given preferential access to the 448 units of assisted housing in the community, 375 of these households would still require assistance. In other words, a minimum of 375 additional units are needed in the assisted inventory. This does not include elderly, physically disabled persons on Social Security and SSI, the working poor or other low income persons.

A second group at risk of becoming homeless are those facing the threat of eviction from their residence. The Mendocino County Municipal Court received an average of 23 unlawful detainer notices (tenants must vacate premises) per month for the Ukiah area in Fiscal Year 1991. A total of 160 notices had been filed between January 1 and July 17, 1991. More than 50 of these notices in 1991 resulted in evictions.<sup>18</sup>

### **1.08.08 Siting criteria for homeless facilities**

Homeless facilities can be grouped into two categories: transitional and emergency. Transitional facilities are those where the program objective is to provide a residential setting for up to six persons residing in the facility. These facilities can be a converted single family residence or have the appearance of a single family residence. Emergency facilities are designed to provide services on an immediate need basis. Some larger facilities may offer support services such as counseling or job placement. Transitional facilities may be appropriate within existing residential neighborhoods, because the use of the facility is the same as a home. The emergency facilities may be sited in areas near services.

Housing for the homeless is permitted in all residential zones. The City has no special constraints that would block the use or development of a home as a homeless shelter. The types of units may have restrictions. For example, housing up to six homeless persons would be considered acceptable within a single family district. To provide multiple housing opportunities for families, the homeless shelter may need to locate within a multi-family district. In many cases, a use permit may be sought to allow a shelter in zones where the use is not permitted outright.

<sup>17</sup>Mendocino County Welfare Department Case Information.

<sup>18</sup>Mendocino Municipal Court, Mount San Hedrin District, Case Records.

Mike Foss, State of California Judicial Council, telephone interview.

Table VI.1-34: Approved projects

Project	# Units	Acres <sup>a</sup>	Density <sup>b</sup>	Description
Cagle	14	3.20	4.38	Single family units; variances and relaxed setback standards approved. Priced at Moderate and above (80%+ median income qualifying).
Mayfield/Harris	140	14.50	9.66	27 single family (5± units per acre); 113 multi-family units (24± units per acre). Approved Planned Unit Development for relaxed development standards to facilitate affordable development. Priced at low-moderate and moderate (50-120% of median income qualifying). There is a mix of apartments at varying rents for varying incomes. The number of units per income group are not available.
Park West	26	5.82	4.47	Single family condominium units for above moderate income households
Tom Hill	6	3.05	1.97	Single family for above moderate income households. Approved Planned Unit Development for relaxed development standards.
Cleveland Lane	15	2.20	6.82	Single family homes. Approved Planned Unit Development for relaxed development standards to facilitate affordable development. Priced to be affordable for families earning low-moderate incomes 60-80% median income). This is a RCHDC sweat equity project.
Marlene Estates	104	9.00	11.56	RCHDC sweat equity single family homes with special reduced development standards. Priced at below moderate.
<b>Total</b>	<b>305</b>	<b>37.77</b>	<b>8.08</b>	

<sup>a</sup>/Land area prior to development  
<sup>b</sup>/Number of dwelling units per acre

## 1.09 Housing needs plan

### 1.09.01 Building permit activity

**B**uilding permit activity in the City fluctuates with economic conditions. The annual average number of residential building permits issued in the city between 1970-1990 is 105. Building permits for residences have reached as many as 142 per year. Overall, the period of 1985-1990 showed strong construction growth with an average of 129 permits issued per year.<sup>19</sup> Ukiah has a number of residential projects which have secured all of the necessary discretionary approvals, but have not yet submitted applications for building permits. These projects are titled the "approved but not built" and are a good indication of future building permit activity.

<sup>19</sup>City of Ukiah. Housing Element. 1986 Table V. City of Ukiah. Memorandum to Planning Commission dated April 2, 1991.

## 1.09.02 Housing production goals

Ukiah is unique in that most of the property available for residential use would qualify as “in-fill”. The vacant properties are scattered all over town and parcel sizes do not lend themselves to large scale development. The average parcel size of an undeveloped residential parcel is 1.68 acres, suitable for ten dwellings in a single family context or a small multi-family development.<sup>20</sup>

The Mendocino Council of Governments prepared a *Housing Needs Plan* in 1991 for all of the cities and unincorporated area of Mendocino County. This assignment of housing units needed is sometimes called the “fair share” allocation. The Housing Needs Plan establishes the number of housing units which need to be constructed in the city to accommodate expected increases in population. A second aspect of the fair share allocation is that it sets goals for the affordability of units and the numbers of units produced which will be affordable to different income groups.<sup>21</sup>

Residential housing needs set by the Council of Governments for the incorporated City of Ukiah is 775 units to reflect both the new housing need and an offset for the number which may be converted to a non residential use, demolished, or otherwise removed from the housing stock. Meeting these goals will

**Table VI.1-35: Affordable housing type, density, and land needs for the City of Ukiah during the short-term planning period**

Income group	Maximum monthly rent/mortgage*	Affordable unit construction cost/purchase price*	Units per acre and average density	Typical unit type*	Total number of units needed <sup>1</sup>	Annual number of units needed	Total land area needed in the Plan*
Very low	<u>394</u> 394	<u>36,000</u> 42,000	12-18 units 16 average	Multi-family Mfg housing Mobile homes	217	44	14 acres
Low	<u>473</u> 571	<u>52,000</u> 55,000	7-11 units 9 average	Mobile home pk Mfg housing Multi-family Duplex	108	22	12 acres
Moderate	<u>866</u> 1,011	<u>100,000</u> 120,000	4-6 units 5 average	Single family Duplex to fourplex Mobile home park Condominium or townhome	140	28	28 acres
Above moderate	<u>945</u> 1,103	Greater than moderate housing	Less than 4 units/acre 2.5 average	Single family Duplex Condominium or townhome	310	62	124 acres
<b>Totals</b>							
<b>775</b>							
<b>178 acres</b>							

Table generated in concept and original data by the Mendocino County Department of Planning and Building Services, Mendocino County Housing Element Technical Appendix Table 9.1-3, 1993.

This table reflects the population density and building intensity provided for the Ukiah General Plan Revision and Growth Management Program 1995 update. The number of units per acre are based on the typical averages that have been constructed within the City of Ukiah over the past twenty years.

<sup>20</sup>Calculation from Table I.1-1 by dividing total residential acreage by number of parcels.

<sup>21</sup>Mendocino Council of Governments. Housing Needs Plan. June, 1991

require an average of 155 residential building permits to be issued per year. This level of construction activity is greater than Ukiah has experienced over the last 20 years.

Every undeveloped parcel with residential zoning in 1991 was assessed on the basis of parcel size to determine the potential number of residences that could be constructed. Buildout of each parcel within the City of Ukiah identified for residential use on the inventory (Tables VI.1-32 and VI.1-31) will generate between 744 at "low" densities and 1,254 dwelling units at "maximum" before all undeveloped land in the existing City limits is consumed.<sup>22</sup> This buildout estimate assumes that the status quo will be maintained in regards to specific land use designations and their associated density ranges. The range given for buildout reflects development at the minimum and maximum General Plan density range for a particular piece of property. The current inventory can meet growth needs through the year 2006, a

range within the long-term planning period, assuming growth remains constant at approximately 1.8% annually and development occurs at the maximum permitted density. If development occurs at the lowest density under the General Plan range, undeveloped land now in the City will accommodate growth through the year 2004, which is the end of the intermediate-term planning period. At the high density range, the City will reach full buildout of undeveloped residential land in twelve years.

The City can encourage development plans for undeveloped properties to construct dwellings to the highest permitted density. This is accomplished by establishing minimum densities in the Land Use Element of the General Plan. Based on surrounding land use patterns, it would appear that 62 parcels now designated for commercial use on the 1986 land use map may be suitable for residential use. Assuming development at seven dwelling units per acre, these 62 parcels could support 268 dwelling units.

Meeting housing targets will require new construction and preservation of the existing stock. The Council of Governments has estimated that 370 units will be removed from the housing stock from 1990 to 1997. This is substantially higher than the fewer than one dozen permits per year the City actually issues for demolitions, and seems to be an unrealistic level. If the City limited the number of conversions or demolitions, their new construction needs would be reduced accordingly. Older housing units represent some of the most affordable housing.

Not all units should be saved, such as those that are seriously substandard, or damaged from fire. Some units will be lost through legitimate growth needs of downtown and job centers. The City could use its police power to control the number of units approved for demolition. Each of the units demolished can be tied to construction of affordable housing in another location. New housing could be promoted through

**Table VI.1-36: Regional Share Housing Need Targets for Ukiah by Fiscal Year 1997**

	Existing Units 1990	1997 Target	Construction needs
Very-low income	1,560	1,749	217
Low-income	780	874	108
Moderate income	1,215	1,312	140
Above moderate	2,604	2,629	310
<b>Total</b>	<b>6,159</b>	<b>6,564</b>	<b>775</b>

Source: Mendocino Council of Governments, Mendocino County Housing Needs Plan, 1991

<sup>22</sup>This list does not include any inventory of lands outside the City limits as of May 6, 1995.

payment of in lieu fees to a housing trust fund, construction of another unit, or contribution to construction of an existing project to make it more affordable.

### 1.09.03 Low and Moderate Income Housing Fund (L&M Fund)

Estimated revenues available through the City of Ukiah Redevelopment Agency's L&M fund through the end of June 1999 have been projected based on a 7.6 percent increase per year over the fiscal year 1996 - \$284,025; 1997 - \$351,011; 1998 - \$423,131 and 1999 - \$500,783.

Anticipated L&M Fund expenditures can only be described in very general terms. It is estimated that expenditures will fall under one of three broad categories. Each of the three categories is listed as well as estimated percentage of yearly expenditures for each:

**New Construction Activities (60%):** This may include but is not limited to down payment assistance; SWEAT equity loans; direct contribution to matching funds for nonprofit agencies.

**Rehabilitation/Grants (20%):** This may include but is not limited to activities such as 100% grants and direct assistance.

**Special Programs (20%):** This may include programs including first/last rental deposit assistance; first-time homebuyer down payment assistance.

### 1.09.04 Relationship of housing production to rents and prices

Ukiah's rental market has generally held steady with the construction and development of new housing units for affordable markets. Although there is a shortage of rental housing in the low and low-

**Table VI.1-37: Percent rentals in rent ranges**

Monthly Rental Rates	Percent of Rental Units			
	Studio	One Bedrm	Two Bedrm	Three Bedrm
No rent	6%	3%	4%	8%
< \$200	9%	12%	3%	4%
\$200-\$299	20%	16%	4%	3%
\$300-\$499	63%	54%	40%	11%
\$500-\$749	2%	13%	45%	42%
\$750-\$999	0%	2%	4%	27%
\$1,000+	0%	0%	0%	5%

"Study of Homelessness, Ukiah," 1994, Kiichli Associates

moderate price ranges, it is not within the critical range. In a 1994 survey of rental units for the City, Kiichli Associates "Study of Homelessness" found the median gross rent in the City was \$496 per month. Table VI.1-37 shows distribution of rental units by monthly rents.

Mortgage payments are more widely distributed across the income spectrums. Current mortgage payments in the City vary significantly depending on how long someone has been in their home and the interest rate.

Newly constructed units in Ukiah, identified in Table VI.1-34 are offered at varying prices. The projects identified as "low" or "low moderate" are priced to have either affordable mortgage payments (including taxes and insurances) or affordable rents. The range of affordability is defined within the

Housing Element as serving the needs of families in the under 80% (low) and 80%-100% (low-moderate) income ranges.

In 1992, the US Department of Housing and Urban Development surveyed available housing units in rental ranges. In the HUD survey, 75% of the one-bedroom units surveyed were priced in the \$200-\$450 rental range. This compares with 70% in the Kiichli study in the \$200-\$500 range. However, HUD found only 12% were priced at under \$200, while the 1994 data show 15% of the one bedroom units in that range. For two bedroom units, the 1992 HUD survey found that 73% were in the mid \$300-\$500 range, compared with 85% in the 1994 analysis; 13% were priced at less than \$300 per month, compared to 11% in 1994. Generally, the data analysis shows that the City is holding and slightly increasing affordable rental units for the low-moderate and moderate income families (80%-120% of median income). The newly approved units under construction will continue this trend. Housing in the Mayfield Project are priced for apartments at market and below. Vouchers and other management techniques are used to bring the actual net-to-tenant dollars into affordable ranges. The apartments have a less than four percent vacancy rate at any time. Other rent-managed apartments that are intended to serve low-income and moderate income families are listed in Table VI.1-33.

Vacancy rates in the high density units within the City are less than two percent. Many units maintain waiting lists of people wanting to move in for the quality of the unit as related to the price charged. Based on census block data, the City's highest concentration of low and low-moderate income families are in the neighborhoods of the City with high density zoning and other subsidized housing. It would be fair to conclude that the low vacancies in the high density areas show that the City is providing housing opportunities with its zoning and land use policy.

A survey of rental units in the Las Casas Subdivision, constructed within the last ten years, reveals that the detached single family residential units and duplex units have a range of costs for qualifying renters. The detached three bedroom single family homes range from six to eight hundred dollars per month, a level marginally acceptable for lower income families of three and generally available to a lower income family of four. The three bedroom duplex units range from 500 to 650 dollars per month. Based upon the February, 1995, Mendocino County income limits established by the US Department of Housing and Urban Development, these units are affordable to lower income families of three and four persons.

The Sierra Sunset Village apartment complex located in the Las Casas development contains sixty-eight two bedroom units on approximately three acres. The developers had requested and received the maximum number of units permitted for multi-family residential developments in Ukiah. The administrative record indicates that the developers had not requested density bonus units. The prices are reasonable to lower income families with a range from 450 to 500 dollars per month.

In addition, the City recently facilitated the acquisition of a vacant parcel for the Community Development Corporation. The site, adjacent to the northern portion of the Las Casas subdivision, was prezoned for high density development and subsequently annexed into the City. The site contains twelve thousand square feet and can accommodate ten units. The City understands that the Community Development Corporation is in the process of designing a development for the site.

### 1.09.05 Summary

Meeting growth needs over the General Plan planning period may require an increase in the land available for housing or increased efficiency on existing land. Annexation of vacant land suitable for residential use increases land available for housing. Conversion of land now designated or used for non-residential use for residential purposes would also increase the supply of land without annexation. Other options include controlling the loss of housing through review of demolition permits, encouraging residential uses above ground floor in commercial districts, or increasing densities on residential lands throughout the city.

**Table VI.1-38: Major employers in the greater Ukiah area**

Company	Employees	Products
<b>Manufacturing:</b>		
Masonite Corporation	444	Timberland, hard board products animal feed
Louisiana-Pacific Corporation	420	Sawmill wood moldings
RETECH	134	Vacuum metallurgical furnaces flanges
Fetzer Vineyards	250/450*	Winery
Carousel Carpet Mill	121	Carpet
Parducci Wine Cellars	60/85*	Winery
Weibel Champagne Vineyards	25/300*	Winery
Mendocino Brewing Company **	40	Brewery
<b>Non-manufacturing</b>		
County of Mendocino	1308	County government
Ukiah Unified School District	625	Education
Ukiah Valley Medical Center	470	Health services
Savings Bank of Mendocino	162	Financial services
Walmart	135	Retail sales
City of Ukiah	135	City government
Pacific Bell	129	Utility
Pacific Gas and Electric	90	Utility
Mervyn's	90	Retail sales
J. C. Penney's	80	Retail sales
Friedman Brothers **	47	Building material sales
* Seasonal		** Under Construction
Source: Pacific Gas & Electric Company. <i>Ukiah Community Profile</i> . February 1991, page 8.		

## 1.10 Availability of services and infrastructure

The City has adequate public facilities and services to provide sewage disposal, domestic water, electricity, and solid waste disposal to its current residents. The sewer and water facilities are slated for upgrades and expansions to meet demands during the five-year planning period. The City is in the process of ensuring that there is adequate sewer and water capacity to meet its needs for the intermediate term planning period. The street system is adequate for the proposed density and intensity of residential units proposed in the Housing Element. There are no constraints on the availability of services and infrastructure. Ongoing and funded improvements to the City's water and sewage disposal

system ensures there is adequate infrastructure to meet long-term growth requirements beyond the year 2000.

## **1.11 Market and inventory conditions**

### **1.11.01 Employment trends**

**U**kiah is the commercial hub for Mendocino County and portions of Lake and Sonoma Counties. Approximately 75,000 people are in the Ukiah market area. The City is located along the Highway 101 corridor making it a convenient stop for business travelers. Major manufacturing employers are in the lumber and agricultural products industries. Table VI-22 lists the major employers in the greater Ukiah area.

Unemployment rates in Mendocino County have increased from 7.8% in 1989 to around ten percent in 1993, at a time when unemployment nationally was approximately one half that rate. Although the economic forecast and employment rates do not look good in 1994, Ukiah is positioning itself for growth and economic development in the future.

### **1.11.02 Governmental constraints**

Governmental constraints have been pointed out as a key deterrent to production of housing in adequate amounts and within affordable price ranges. Many of these "constraints" — such as park land dedication requirements, infrastructure requirements, development standards, and delays in processing to allow public input — are actually community demands for quality housing and living environments. Boards and commissions responding to this input will continue to require that housing developments meet community quality of life standards.

### **1.11.03 General Plan**

The bulk of the City's vacant land use inventory is designated Medium Low Density. A substantial portion is designated for High Density. Adequate sites have been designated for residential use to meet the growth needs of the regional fair share plan. The general plan is not viewed as a constraint to housing production goals. Without annexation, the General Plan provides for significant opportunities for residential development — and the use of mixed use residential and commercial development in non-residential zones.

### **1.11.04 Zoning Densities**

Zoning districts are in place to allow development of land at one dwelling unit per acre to 28 dwelling units per acre. Residential zones require a 6,000 square foot minimum lot size for interior lots and 7,000 square feet on corner lots. Existing lots with less than the minimum square footage can be developed upon securing a site development permit or use permit. Creation of new lots less than 6000 square feet is accomplished in the Planned Development Zone.

The General Plan calls for a revised Land Development Code to be enacted with certain specific performance standards for new construction — especially related to multi-family dwellings. The requirements include provisions for design review, minimum landscaping standards, and site development designed for energy conservation and alternate methods of transportation. These performance standards

have the potential of adding to the cost of new construction. These additional costs may reduce the number of people who qualify for home purchases or result in an increase in base rents in the area.

The old zoning and subdivision codes for the City are traditional prescriptive ordinances that provide for uniform development standards meeting minimum requirements. This constrains unique or creative development opportunities for newer housing styles and ownership opportunities that have been generated in recent years. The new General Plan provides for changes in the Land Development Code to move towards performance-based zoning — an activity that will result in more planned developments and opportunities for co-housing, stock cooperative ownership, and better site planning.

The proposed design review program must be developed as a part of the City's new Land Development Code. The Community Design Element of the General Plan addresses the range of issues to be incorporated into the design review regulations. Generally, the program involves a streamlined process so that design review occurs while the site development permits are going through the CEQA and project review process. Design review is to focus on siting standards, ensuring adequate onsite open space for play areas or passive recreation. The objective for design review is strive for neighborhood compatibility rather the style dictates.

The City's existing zoning code is to be rewritten entirely. At present, it is not meaningful to present the current ordinance. Upon adoption of the General Plan much of the existing ordinance — especially portions dealing with parcel size, density, and site development standards — will become performance or project-specific based. The standards that will be used will vary by project. Standards for parking will be flexible based on requirements to improve opportunities for alternate access and the siting of higher densities adjoining transportation corridors. No policies are required in the Housing Element to institute these performance programs, the measures are called out in the Land Use Element. The City of Ukiah Zoning Code is incorporated by reference.

The California Department of Housing and Community Development considers excessive regulation or public review to be a constraint to multi-family housing. The City provides no unusual or unique permitting, hearing, or review standards for multi-family housing. It enforces zoning regulations, requires conformance to the Uniform Building Code, and there are connection fees charged for sewer and water service. The General Plan will add provisions for design review and open the potential for the City to collect impact fees for parks and offsite road improvements.

The City has evaluated its normal and routine development review process and has concluded that it does not represent excessive constraints to multi-family housing, and does not jeopardize the integrity of the Vision Statement. Lack of design or performance standards would result in the construction of dwelling units that are likely to not reflect the character and appearance of the neighborhood. If the requirements for park fees are never imposed in the future, the City would be unable to provide park and recreation services to its residents at the same level as is currently delivered. If offsite road improvement impact fees are not collected, the street system would be unable to handle increased traffic. This issue alone will result in a denial of housing projects on streets with substandard levels of service (E or F). California law requires that there be a link between transportation and land use. If a street system is incapable of accommodating additional capacity, no development can be approved that would overburden the street system. There are no proposals to remove these "constraints," because the issues are normal costs associated with development. The City's fees are not exorbitant or an exceptional burden. The City already provides offsets or incentives for affordable housing to offset some of these costs. No further action is needed or feasible.

### 1.11.05 Improvement Standards

The City is operating under the Uniform Building Code for building conservation applicable to all buildings constructed prior to 1972. This code relaxes building code standards for older structures. New construction must conform to the Uniform Building Code. The City has no additional building code requirements in addition to the UBC (and its associated codes) or State Building Code requirements (Title 25 Energy Standards).

**Table VI.1-39: Utility connections fees**

Dwelling Type	Water		Sewer		Electricity	
	Capital	Connection	Capital	Connection	Capital	Connection
Single Family	660	at cost	550	10	625	150
Duplex	660	at cost	1100	20	625	250
Fourplex	1100	at cost	2200	40	625	500
10 Unit Apartment	3520	at cost	5500	100	925	1000

Sources:

1. City of Ukiah Housing Element, 1986
2. City of Ukiah Water and Sewer Hook-Up Fee Schedule

### 1.11.06 Fees and Exactions

Ukiah has not taken advantage of the full range of fees and exactions which have been made available to cities and counties. For example, the City has not adopted a comprehensive traffic impact fee program, sales tax increase, or utility fees for flood control or storm drainage. Tax overrides have been approved for school district needs, and sanitation. Total tax overrides amount to 0.154 dollars per \$100 of assessed valuation, or an increase of 1.54% to the average property tax bill. As a result, Ukiah compares favorably against many other jurisdiction in the opportunity for construction of affordable housing.

Ukiah does charge standard building permit fees, in lieu park fees, and connection charges for city operated utilities. Fees and charges for these utilities are shown on Table VI.1-39. The per unit cost for connection charges ranges from \$1,995 for a detached single family house, to \$1,104 per unit in a ten unit apartment building. The current schedule of fees encourages multi-family development and affordable housing.

### 1.11.07 Processing and Permit Procedures

Residential building permits require no public review. Permits are issued as quickly as plan checks are completed, generally two to three weeks. When a discretionary permit is required, changes in state law have increased the amount of time required for environmental review. In addition, recent case law standards result in an increased need for Environmental Impact Reports (which can take 12 to 15 months to complete). Locally, the City has streamlined this process with policies in the General Plan to reduce the need for lengthy environmental review and establish more uniform design and review standards. These

shorten the local timeline. The City can review and process a subdivision or use permit application — without an Environmental Impact Report — in six to nine weeks.

**Table VI.1-40: Development and application fees**

Planning Application Fees		Maximum Building Permit Fees	
General Plan Amendments	\$600	Apartment valuation (average/sq. ft.)	\$ 52.10
Zoning Changes	325	Single family valued < \$25,000	< 286.58
Major subdivisions	700	Single family valued \$25,001-35,000	355.29
Minor subdivisions	225	Single family valued \$35,000-40,000	401.10
Site Development Permit	150	Single family valued \$40,001-45,000	431.28
Variances (Planning Commission)	225	Single family valued \$45,001-50,000	477.45
Variances (Zoning Administrator)	125	Single family valued \$50,001-60,000	529.05
Use Permit (Planned Development)	450	Single family at \$100,000	737.12

## **1.12 Other governmental constraints and opportunities**

### **1.12.01 Inadequate infrastructure or services**

The General Plan determined that open space, parks, and other recreational facilities are inadequate to accommodate additional residential development in the area bounded by Gobbi, U.S. 101, Talmage and the railroad. In addition, open space in the downtown area is at a premium; the only open spaces currently available are McGarvey Park (1 acre) and Carpenter Park (0.8 acre). The new General Plan implements programs to resolve this issue in the Open Space and Conservation Element and the Parks and Recreation elements.

### **1.12.02 Opportunities for energy conservation**

The City of operates and administers electrical service to Ukiah residents, while Pacific Gas & Electric (PG&E) supplies gas services only to Ukiah homes. There are a number of energy-related assistance programs available in the Ukiah area:

**REACH (Relief for Energy Assistance through Community Help):** Available to City and/or PG&E customers, provides monetary assistance in emergencies to pay bills for heating and electricity.

**ECIP ( Energy Crisis Intervention Program):** Available to City and/or PG&E customers, provides limited financial assistance in emergencies to low-income households to pay overdue bills on utility accounts.

**EP (Energy Partners):** A free PG&E program to weatherize eligible low-income households.

**EGIA Rebates:** PG&E customers can receive rebates after the purchase of certain appliances.

**City of Ukiah Rebate Program:** City of Ukiah electrical customers can receive rebates after the purchase of certain appliances.

**HEAP (Home Energy Assistance Program):** A state program which provides a “once a year” credit to a utility account for low-income households.

**LIHEAP (Low-Income Energy Assistance Program):** A state-funded program to provide free weatherization to eligible low-income households.

**CHEERS (California Home Energy Efficiency Rating System):** Nonprofit organization which provides inspection of homes and evaluates energy efficiency, makes recommendations, provides standardized ratings.

**Farmers Home Preservation Grants:** These grants fund replacement of windows, and other moderate rehabilitation activities to reduce energy consumption.

Energy consumption can be reduced in housing through orientation of lots to the south and alignment of roads east-west. This option, of course, is only available to new development on large parcels. In an infill situation, the road and lot alignment are already fixed. Higher densities can reduce energy consumption, by limiting the wall surface area per unit exposed to the elements.

Active solar energy and weatherization are energy conservation options available for both new and existing units. As with many improvements to housing, energy conservation features will increase the initial cost of construction and sales price or rent but will reduce the month operating costs.

### **1.12.03 Rural Communities Housing Development Corporation (RCHDC)**

The RCHDC will sometimes act as a developer of state or federally financed housing programs for lower income households. Projects at the Marlene Subdivision and or Cleveland Lane are recent RCHDC projects. The agency also provides rental management capabilities. RCHDC has also sponsored construction and development of housing which can only be handled by a private, non-profit entity.

### **1.12.04 Planned Development zoning**

The purpose of the Planned Development zoning district is to absolve certain property from the requirements of conventional zoning. This provides flexibility for site design to permit a coordinated development. The requirement for making application are that the property owner or developer submit a site plan or development map and proposed development standards regulating the height, yard setbacks, lot coverages, etc. for the property. The fees for proposing a Planned Development are \$325.00, and have not changed since 1989.

The Planned Development zoning district tool can significantly reduce or eliminate the constraints to siting and design of structures. It also provides for proposing a mixture of housing types and densities, and allows for possible flexibility in other requirements, such as onsite parking

In the Las Casas subdivision Planned Development, which is completely built-out, most every corner lot is developed with a duplex structure identical in design with surrounding single family residences, except for its larger size. The development also includes a large apartment complex strategically sited adjacent to both single family residences, a church, and an elementary school.

There are no obvious or significant constraints to multi-family development inherent in the Planned Development process. The tool is designed to provide flexibility and creative design and with user-friendly fees and a streamlined process, to encourage a mix of housing types within development projects.

### **1.13 Non-governmental constraints**

**T**he cost of land and construction in the Ukiah area is increasing significantly in response to less available land for development and more pressure for new homes. The City has seen land costs increase to an average of \$200,000 per unsubdivided and undeveloped acre for a single family home. The reason for this high cost is that there are few undeveloped single family lots available in "affordable" areas of the City. Most individual lot sales within the City take place in custom home neighborhoods. In-fill smaller lots may be purchased at prices ranging from \$75,000 to \$120,000 depending on the neighborhood, view, and prices of adjoining existing homes. Generally, in-fill lots are not a solution for affordable single family homes. Nearly all multi-family unit construction in the City is within in-fill lots in multi-family zones. Higher densities cannot generally be mixed into established single family neighborhoods due to State General Plan consistency requirements and local property owners concerns over maintaining homogenous housing-style neighborhoods.

The price of the median home in the City declined slightly between 1988 and 1991, but has seen modest increases to \$130,000 or more (as an average) over the past two years. The reason for this increase is that the City has had an increase in the number of homes available for low and low-moderate income families and then an increase in the number of custom homes in the over \$200,000 category. Fewer homes in the mid-ranges (upper \$80s and \$90s to low \$100s) were sold over the past few years than in the extremes. This impacts the median price.

Mortgage money for conventional financing has been affected by a combination of a "run" on refinancing to take advantage of lower interest rates and an increase in housing prices for purchasers that would not qualify for subsidized mortgages. FHA loans have been difficult to obtain because the FHA maximum for Mendocino County was near \$15,000 less than the amount needed for a typical home. Mortgage money is available to qualified purchasers. Additional money for persons requiring assistance is available in a number of different programs that are described in the Element.

### **1.14 Appropriateness of goals, objectives, and policies**

The City has learned that the previous Housing Element provided substantial concepts and policies but no firm implementation. It was adequate to state the *desire* to achieve, but the Element itself provided no firm program to *implement* its objectives. The updated element, in matching and being consistent with the overall General Plan, establishes a program of goals, policies, and *implementation measures*. These measures, which follow the discussions on the next series of pages, are designed to specify when programs will be accomplished, which department is responsible for the programs, and how the measures will be carried out. The Housing Element works in concert with the entire General Plan, and is not a stand-alone component.

### **1.15 Wrap-up**

#### **1.15.00(A) Housing needs**

**H**ousing needs are a function of population growth and family size. Population increases over the planning period have been projected using information provided by the California Department of Finance and the Mendocino Council of Governments. Ukiah's population is expected to

increase by approximately 256 persons per year to a projected population of 17,159 in the year 2002.<sup>23</sup> If the number of persons per household remains the same, building starts will need to average 156 units per year during the short-term planning period to keep up with the demand for regional housing projected by the Mendocino Council of Governments.<sup>24</sup> Undeveloped land is available in the City which can be used to meet the growth needs in the near term.

### 1.15.01 5 Year strategy

**Table VI.1-42: Quantified Objectives**

Income Group	New Construction	Rehabilitation	Conservation
Very Low-income	217	50	125
Low-income	108	35	100
Moderate-income	140	25	100
Above Moderate	310	10	100

#### 1.15.01(A) Housing concepts

##### *Location and density of new development*

The location and density of new residential development is shown on the Land Use Map. Density is a numeric expression of the number of dwelling units per acre. Density is often a more important consideration in the service demand of a project and its impact on the neighborhood than the distinction between single family and multi-family uses. Zoning establishes whether the property is developed with multi-family or single family uses. Infill development in residential areas is directed by policy to be compatible with the neighborhood.

##### *Protection of existing stable residential areas*

The largest investment many people will make in their lifetime is for their primary residence. To recognize the material and psychological impact of this investment, it is important for the City to minimize land use activity which is perceived by residents as undesirable in the area.

##### *Demolition or conversion of housing stock*

One of the most important tools in promoting affordable housing is to protect what presently exists. One means of preserving affordable housing is through the control of demolition permits. Sound housing may be demolished to make way for a different use of the land, or a more intense development pattern.

Housing is also lost when the unit is converted to a non-residential use. There are examples in the city where older homes have been converted to commercial uses and professional offices. Not all houses should be saved. Those which are in serious disrepair, or damaged by fire may not be economically feasible to rehabilitate.

<sup>23</sup>California Department of Finance, Population Research Unit and Mendocino Council of Governments, *1991 Housing Needs Study*.

<sup>24</sup>Ibid.

### *Promotion of affordable housing*

The first step in promoting affordable housing<sup>25</sup> is to preserve what presently exists. The second step is to increase the supply of housing. Increasing the supply of all housing types free up units for new people entering the market or those looking for housing better suited to their needs. The City also needs to encourage housing affordable to entry level home buyers and the very low and low income households.

Accessory units are another means of promoting affordable housing. They serve a unique niche for persons seeking a single family environment without the associated high rents. Accessory units are generally small, which is reflected in the average rents.

Affordable housing for seniors, single person households, or the very low income group can be provided by the private sector when densities are adequate to make economic or investment sense. One option for housing these groups are one and two bedroom apartments. These apartments may be constructed above ground floor in retail districts. The addition of residential uses downtown can increase the vitality of downtown, and support local merchants. This type of housing is more common in large urban areas than in rural communities.

The City has demonstrated a willingness to grant appropriate rezones and planned development approvals to both increase the supply of housing and increase the availability of affordable housing. City voters approved participation in the financing of up to one hundred public housing units under an "Article 34" referendum in 1982. Article 34 provides authority to "develop, construct or acquire" public housing as required by the State Constitution. There are 15 units of public housing in the City of Ukiah which were acquired by CDC. There are 21 new construction public housing units planned in the Brookside subdivision by CDC for completion in 1995. Therefore, there is a remaining authority for 64 units. The citizens of Mendocino County have passed every request for Article 34 authority placed on the ballots.

### **1.15.02 A description of how the goals, objectives, policies and programs of the updated element incorporate what has been learned from the results of the prior element**

#### **1.15.02(A) Summary of major findings**

The last version of the Housing Element was prepared to meet State regulatory guidelines and the direction of the Ukiah City Council. Programs believed by the Growth Management Steering Committee to be worthy of continuing and that are also consistent with the General Plan Vision Statement are included in the Housing Element as part of the sections of the Housing Element. The discussion of findings preceding each section of the Housing Element and the introductory provisions of the Housing Element identify issues that have been found to be important by the Housing Element Citizen Advisory Committee, the Growth Management Steering Committee, the general public during the visioning process, Housing Element Workshops, and the General Plan hearing process. Issues identified as important and priorities within the community have been incorporated into the Housing Element.

Without exception, participants in the process of developing the Housing Element desired to see a policy program that would actually result in construction of housing and creation of programs designed to serve the real needs of people in the City. Most of the participants, including many representing affordable housing advocacy groups, were disturbed that requirements imposed by the State are not designed to reflect

<sup>25</sup>The definition of "affordability," the basis of determining "affordable housing" is found in the Glossary, Chapter VII on page VII-1.

the differences between a rural City like Ukiah and major urban centers and metropolitan areas within the State. In reviewing the needs of the community against the requirements for a Housing Element, it is believed by a majority of those participating in the process that the Housing Element imposed by statute and liberally interpreted through State regulations and guidelines is not in conformance with the needs, goals, and aspirations of the people of Ukiah.

#### **1.15.02(B)      Hearing and notice**

The Growth Management Steering Committee conducted final hearings on the Housing Element at its meeting of August 10, 1994. Additional hearings were then conducted before the Planning Commission and City Council between December, 1994 and June, 1995, with the Council reaching conceptual approval of the entire General Plan, including the Housing Element, on June 10, 1995. The Growth Management Steering Committee spent four meetings in February and March, 1994, covering the Housing Element. Public notices were published for all the meetings, representatives of community housing groups were extended personal notices, and notices were posted at City Hall.

#### **1.15.02(C)      General Plan consistency**

The Housing Element was prepared as part of the complete rewrite of the City of Ukiah General Plan. The goals, policies, and implementing programs in the Housing Element proposed by the Growth Management Steering Committee are consistent with the General Plan. Additional policy requirements imposed by State review and regulation have been modified to ensure internal consistency although in many cases the Growth Management Steering Committee opposed these goals —although consistent — as being at variance with the Vision Statement and overall objectives of the Plan.

#### **1.15.02(D)      An explanation of General Plan goals, policies and implementing programs, what the measures mean, and the level of General Plan detail<sup>26</sup>**

The General Plan's overall vision recognizes that there are many priorities within the City of Ukiah. The vision of the people, as reflected in the Vision Statement (Element III of the Plan), is an attempt to acknowledge the broad interest of the community. It provides a cohesive approach to improving the local quality of life. The goals and policies of the Housing Element support the Vision Statement and are compatible with the regulations guiding its structure and content.

*Goals* are the broad objectives of the Plan that help carry out the Vision Statement. The Vision Statement is the overriding foundation from which the *entire* Plan is written. Each goal must be consistent with the Vision Statement to represent what the hundreds of community participants desire for the City of Ukiah. The *policies* are in effect the direction of the City Council as to how the Plan is to be carried out. Policies further define goals into action programs. The *implementation measures* are the base for making the Plan work. An implementation measure is not an ordinance, nor is it a specific program. Implementation measures provide direction to another action that needs to be carried out by the City.

Implementation measures call for the development of an active program within the timeline of the Plan (short-, intermediate-, and long-term planning periods of 0 to 5, 5-10, and over 10 years respectively). The measures do not define the program. The reason implementation measures do not detail a program is that once the program is initiated, it must have the flexibility to evolve into something that works for the

<sup>26</sup>This section is provided to explain the relationship of goals, policies, and implementation measures to Housing Element reviewers that may not be reading the complete General Plan in context. This section is to be removed upon final adoption of the Plan because it repeats information from the Introduction.

people of Ukiah. If a program is detailed in the General Plan, the Plan would have to be amended in order to change the program. Variances to General Plan standards are not permitted under California law.

Other implementation measures define ongoing review standards. These standards are enacted into City processes by resolutions or ordinances that are prepared after the General Plan is adopted. The programs must be consistent with all elements of the General Plan.

#### **1.15.02(E)      *General Plan goals, policies, and implementing programs***

##### **G**oal HS-1:      **Seek State regulations that reflect local housing issue preferences.**

*Policy HS-1.1:* Work with other local governments to change the direction of Housing Element legislative requirements and regulatory impositions.

*Implementation Measure HS-1.1(a):* The City Council shall work through the California League of Cities, with Mendocino County, and the Mendocino Council of Governments to seek legislative relief through changes in the Housing Element regulations to change the focus from generating data to meet State formulas to actual housing programs and construction assistance designed to meet real local needs.

*Implementation Measure HS-1.1(b):* Through its memberships and affiliations, the City Council shall work to ensure that the State reimburses in actual dollars the costs of preparing and changing housing elements to meet new or revised State regulations as opposed to meeting local housing needs.

#### **1.15.03      *Housing priorities***

Housing priorities have been identified within the General Plan. In order to conform with the format and organization of the General Plan, the priorities are actually components of other major issues. Each of the housing priorities is appropriately addressed in the Housing Element in one or more of the sections that comprise the element.

### **1.16      *Conservation of affordable housing***

#### **1.16.01      *Summary of major findings***

**T**he City is not expected to lose any assisted housing units from the affordable housing inventory during the five-year planning period that governs the Housing Element. However, the Council of Governments has estimated that in a seven year period from 1990 through 1997, as many as one hundred residential units may be removed from the housing stock through demolition, conversion to non-residential use, or other changes in use. Most of the new housing constructed within the City during the past five years has been placed on the market as "affordable" housing. Although market-price subdivisions have been approved during the same period, the state of the economy between 1990 and 1994 has kept new housing starts in the City at lower than normal levels.

#### **1.16.02      *General Plan goals, policies, and implementing programs***

**G**oal HS-2: **Maintain a balance between the loss of affordable housing and new affordable housing.**

*Policy HS-2.1:* Encourage construction of new affordable housing when there are losses of affordable housing due to demolition or other conversion.

*Implementation Measure HS-2.1(a):* During the annual report to the Planning Commission of General Plan achievement, the Planning Department shall identify the number of affordable housing units lost during the year. The Commission shall then consider recommending that the City implement programs to encourage a like number of replacement units to be added into the affordable housing inventory.

Programs may include and are not limited to:

- (a) Redevelopment funds from the twenty percent that must be set aside for housing may be set into a pool that can be used as an incentive for housing stock replacement or rehabilitation; or
- (b) The City may utilize the State-pass through grants from the HOME program to "buy down" the cost of housing ownership combined with a program to recapture the grants to reinvest in the "buy down" pool; or
- (c) Seek or create special grants or development incentives to assist with housing affordability programs for renters and first-time owners.
- (d) Utilize private financial institutions' Community Reinvestment Fund commitments to direct resources into housing affordability programs; or
- (e) Other programs that may become available over the life of the Housing Element's 5-Year review cycle. [*Timeframe for completion:* Short-term planning period ♦ *Measure applies to:* City ♦ *Agency/Department responsible:* Special Projects ♦ *Special timing provisions related to the Housing Element:* Programs shall be prepared and adopted within the short-term planning period with a target of completion in Fiscal 1997<sup>27, 28</sup>]

## **1.17 Rehabilitation and maintenance of existing housing**

### **1.17.01 Summary of major findings**

**O**ne way to address housing needs is to ensure that existing housing does not deteriorate. When neighborhoods are well-maintained and homes are in good repair, the quality of life remains higher than areas where housing stock deteriorates. People tend to strive within personal economic means to maintain a level of appearance for their home that is similar to the "best maintained" homes in the neighborhood. This underlying tradition in American life is one of the factors that resulted in the old concept of "keeping up with the Joneses."

<sup>27</sup>Housing Elements are certified in five year cycles, which is the entire short-term planning period. For purposes of Element implementation, special timing targets are identified to avoid time-specific actions all being deferred to the last year of the certification cycle.

<sup>28</sup>"Fiscal 1997" or "Fiscal Year 1997" refers to the City's fiscal management year which runs from July 1 through June 30. "Fiscal 1997" covers July 1, 1996 through June 30, 1997.

A well-maintained neighborhood maintains and enhances property values, encourages a higher quality of life, and results in a common interest to preserve the character and attributes that make the block a comfortable place for living.

The 1985 survey of housing conditions found that 812 of the City's 5,643 housing units (14%) were in need of minor repairs and upkeep. A total of 352 (6%) were in need of major repairs. Through the Redevelopment Agency and other block grant programs, funds can be made available to assist improving or rehabilitating the properties.

An informal survey in 1994 found that conditions in terms of the number of units are generally the same as the 1985 survey. Some individual units and neighborhoods have been upgraded as older homes were purchased by families seeking "first home" ownership. Other renter-occupied neighborhoods have deteriorated. The number of homes seriously needing repair is not significant, perhaps less than five percent of the housing stock for major repairs.

### **1.17.02 General Plan goals, policies, and implementing programs**

**G**oal HS-3: Repair existing substandard housing to maintain an affordable housing stock.

*Policy HS-3.1:* Identify means of improving deteriorating housing stock.

*Implementation Measure HS-3.1(a):* Direct the Low and Moderate Income Housing Advisory Committee (LMIHAC) during the short-term planning period to identify public and private sources of rehabilitation financing available for home owners that are applicable to the Ukiah Valley. [Timeframe for completion: Short-term planning period ♦ Measure applies to: City ♦ Agency/Department responsible: Special Projects Administration ♦ Special timing provisions related to the Housing Element: During the summer, the City shall collect data related to available grant programs and other financing programs; in the Fall the LMIHAC shall be convened to review the data and provide the necessary direction for selecting the most feasible or practical program for which the City shall compete or apply for funds ]

*Implementation Measure HS-3.1(b):* Working with area banks and community services agencies, during the short-term planning period, establish a program for housing rehabilitation and repair. [Timeframe for completion: Short-term planning period ♦ Measure applies to: City ♦ Agency/Department responsible: Special Projects Administration under the provisions defined in Implementation Measure 3.1.b, the City shall target to begin the rehabilitation program by the end of Fiscal 1996-97 ]

*Implementation Measure HS-3.1(c):* The City shall develop funding resource programs in order to make funds available for home repairs from appropriate grant, entitlement programs, and private financial institutions. [Timeframe for completion: Short-term planning period ♦ Measure applies to: City ♦ Agency/Department responsible: Special Projects Administration ♦ Special timing provisions related to the Housing Element: The programs need to be in place and ready for making funds available by July 1, 1997]

*Implementation Measure HS-3.1(d):* During the Housing Element five year period, the City shall provide funds to result in the repair of at least eleven homes based on available of financial resources. [Timeframe for completion: Short-term planning period ♦ Measure applies to: City ♦ Agency/Department responsible: Special Projects Administration ♦ Financing sources: Redevelopment funds; CDBG; or one of the HUD pass-through grants, such as HOPE or HOME]

**Policy HS-3.2: Identify deteriorating housing stock.**

*Implementation Measure HS-3.2(a):* As part of the periodic Housing Element review, the City shall identify the locations and neighborhoods of deteriorating housing. [Timeframe for completion: Short-term planning period ♦ Measure applies to: City ♦ Agency/Department responsible: Special Projects Administration ♦ Special timing provisions related to the Housing Element: Prior to preparing the next Housing Element update, prepare a new and comprehensive housing condition study. This should be placed in the budget for Fiscal Year 1998 or 1999]

*Implementation Measure HS-3.2(b):* Provide a mechanism at the City Building Department to record and track reports of deteriorating or substandard housing when reported to the City. [Timeframe for completion: Short-term planning period ♦ Measure applies to: City ♦ Agency/Department responsible: Special Projects Administration]

**Policy HS-3.3: Support and enhance area self-help programs.**

*Implementation Measure HS-3.3(a):* During the short-term planning period, the Low and Moderate Income Housing Advisory Committee shall work with community service agencies, the area Board of Realtors, area Building Association, and utilize private and public volunteers to create a program of bartering repair and remodeling services as a means of reducing the costs of affordable housing repair and rehabilitation. [Timeframe for completion: Short-term planning period ♦ Measure applies to: City ♦ Agency/Department responsible: Special Projects Administration ♦ Special timing provisions related to the Housing Element: Beginning in Fiscal Year 1996, the LMIHAC shall proactively set up meetings with area private groups to serve as a catalyst for a volunteer help program]

*Implementation Measure HS-3.3(b):* The City shall work with public and private community organizations to assist people in becoming skilled and trained for home repair. [Timeframe for completion: Short-term planning period ♦ Measure applies to: City ♦ Agency/Department responsible: Special Projects Administration ♦ Special timing provisions related to the Housing Element: During Fiscal 1997, the City will work with the school district and community college district to develop self-help programs or assist in promoting existing self-help programs offered by the educational institutions. Other options, some of which were suggested by representatives of the Board of Realtors and the Community College District, include City Staff assistance to coordinate a program that uses services provided by the Board of Realtors or local builders to offer in-kind services for the needy for the self-help rehab programs]

*Implementation Measure HS-3.3(c):* Continue to support self-help programs through the Redevelopment Agency as a means of sustaining and improving the downtown area. [Timeframe for completion: Short-term planning period ♦ Measure applies to: City ♦ Agency/Department responsible: Special Projects Administration ♦ Special timing provisions related to the Housing Element: This measure provides another option for the implementation and funding for Implementation Measure 3.3.c]

**Goal HS-4: Bring homes up to acceptable minimum standards of repair.****Policy HS-4.1: Substantially reduce substandard homes or homes in need of major repairs.**

*Implementation Measure HS-4.1(a):* During the short-term planning period provide non-General Fund revenue — such as Redevelopment Agency 20 percent set aside funds — each year for the repair and rehabilitation for a five year total of at least 35

homes requiring major repairs. [Timeframe for completion: Short-term planning period ♦ Measure applies to: City ♦ Agency/Department responsible: Special Projects Administration ♦ Special timing provisions related to the Housing Element: Beginning in Fiscal 1996, target funding homes for rehab. By Fiscal 1998, the average of the homes for which rehabilitation have been made available should be the equivalent of seven homes per year]

## 1.18 Housing mix

### 1.18.01 Summary of major findings

**U**kiah residents deserve to have affordable housing options in a decent setting, regardless of income levels. New residential development should address the needs of all income levels. This will strengthen the diversity of the housing stock. More important, economic integration of housing stock provides for a more diverse setting for residents in the City. Integrating families and households in need of affordable housing into the community overall can avoid the problems associated with segregating a single economic group into one area of the community. Economic integration provides unique opportunities for families living in affordable housing to be a part of the overall community.

### 1.18.02 General Plan goals, policies, and implementing programs

#### **G**oal HS-5: Support a mix of housing styles and price ranges in Ukiah.

*Policy HS-5.1:* Establish programs to incorporate affordable housing into new residential development.

*Implementation Measure HS-5.1(a):* Remove constraints to the housing type mix in new residential development through the Planned Development zoning district or equivalent — such as potential duplex or triplex units within single family neighborhoods — when street capacity and public services are adequate to serve the additional units. [Timeframe for completion: Short-term planning period ♦ Measure applies to: City ♦ Agency/Department responsible: Planning ♦ Special timing provisions related to the Housing Element: Implemented in the new Land Development Code]

*Policy HS-5.2:* Define the sources of financing for affordable housing.

*Implementation Measure HS-5.2(a):* During the short-term planning period, the Low Income Housing Advisory Committee shall meet with local financial institutions and the California Department of Housing and Community Development to define which financing resources can be made available to the City. The LMIHAC shall follow up the development of the resource program with an action Plan to aggressively seek the funds. [Timeframe for completion: Short-term planning period ♦ Measure applies to: City ♦ Agency/Department responsible: Special Projects Administration ♦ Special timing provisions related to the Housing Element: Further implementation of Implementation Measure 3.1.b]

## 1.19 Home ownership opportunities

### 1.19.01 Summary of major findings

**P**romoting home ownership is one way to meet housing needs and maintain a diversified housing stock in the community. The City can assist by taking active steps to help increase the number of people in Ukiah who own their own homes.

Providing opportunities for people to achieve a stake in the community is one of the goals of home ownership. Neighborhoods in which there is a substantial number of owner occupied dwellings are more stable, generally in better repair, and offer a higher quality of life than areas in which there is absentee ownership. A variety of housing opportunities is the best method of providing more ownership chances for new and established residents.

One factor related to encouraging economic development is to ensure that there is a broad range of housing types and costs. Many communities have discovered that a lack of "executive" housing stock places the area at a competitive disadvantage when trying to attract a facility relocation. Some local employers have complained that it can be difficult to recruit new employees because area housing is not available within the income range of the new household.

### **1.19.02 General Plan goals, policies, and implementing programs**

#### **G**oal HS-6: **Ensure that home ownership is both obtainable and sustainable.**

*Policy HS-6.1:* Take active steps to help increase the number of people in the area who are able own their own home.

*Implementation Measure HS-6.1(a):* Work with the Mendocino Board of Realtors and community services agencies to offer a biennial program explaining how to become a homeowner. [Timeframe for completion: Short-term planning period ♦ Measure applies to: City ♦ Agency/Department responsible: Special Projects Administration ♦ Special timing provisions related to the Housing Element: Target for Fiscal 1997 and Fiscal 1999]

*Implementation Measure HS-6.1(b):* When approached by tenant organizations, the City shall provide technical assistance and guidance to tenants in apartments, motels, and mobile home parks who desire to purchase their facilities for conversion to ownership or cooperative ownership opportunities. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City ♦ Agency/Department responsible: Special Projects Administration]<sup>29</sup>

*Implementation Measure HS-6.1(c):* Using community services organization, during the short-term planning period, the City shall develop programs to provide information, referrals, and non-financial assistance to families in danger of losing their homes. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City ♦ Agency/Department responsible: Special Projects Administration]

### **1.20 Construction of affordable housing**

#### **1.20.01 Summary of major findings**

**B**ased on projected housing needs — including regional share needs of 112 units per year through 1997 — Ukiah needs to plan for the construction of new housing units. The projected needs of all income levels must be considered.

The major issue to be satisfied is to ensure that there is a diverse set of housing types and within broad price ranges so that all components of the housing market can find housing ownership opportunities. Affordable housing is not only housing focused on households with low and moderate incomes. Affordable

<sup>29</sup>"Ongoing" implementation measures are carried out all the time and generally will not require "special Housing Element timing provisions to be identified.

housing also can be an issue with families at and above the median income if there is little or no housing available in their affordability range that meets expectations of the household.

The concept of affordable presents a different scale of challenge. For example, a family with a combined income of \$44,000 per year (within the “moderate” range) expected to be able to afford a monthly shelter payment of \$1,100 per month.<sup>30</sup> Depending on the downpayment and interest rate, this converts to a house within the \$110,000 to \$123,000 range. If there are no homes available for purchase within the price range — due to market conditions or lack of new housing — this sample family would be unable to find affordable housing meeting its standards.

Density bonus programs are one measure for obtaining affordable housing in conventional residential projects. State law establishes standards for density bonus provisions. A density bonus, as permitted in the City’s zoning ordinance, provides for an increase in site density of up to twenty-five percent if the additional units are priced for targeted housing markets. For example, if homes are to typically be priced at \$150,000 per unit in a proposed 10 unit subdivision, the City may permit two additional units (a total of 12) if these additional units are priced to be afforded by families earning less than 80% of the median income or as defined in California Government Code §65917. The builder might use any of the affordable housing programs to bring down the price of the units based on some of the infrastructure savings. If the building saved \$12,000 on infrastructure by spreading the cost over more units, these bonus units might price as \$138,000.

What this would mean is that if the price of the units in the subdivision were to rise to \$160,000 through appreciation, if the selected family resold the house, the City would recapture the \$30,000 to \$42,000 extended through grants and discounts, and the family would retain the earned equity in the house — the same as a family purchasing the unit at the conventional price — \$10,000.

Second units attached to existing single family residences in single family residential areas are one method of promoting affordable housing. The efficiency or studio style apartment is built into an existing home. The second unit is conditionally permitted by regulation in Ukiah. The conditional use permit process ensures that neighbors have an opportunity to express a position about the increase in neighborhood density that second units generate. Second units detached or units larger than studios promote infill and may be utilized to increase housing stock within the City, where lot size and infrastructure requirements can be met.

The City of Ukiah’s General Plan and Growth Management Program does not include any policies that enable the “rationing” or restriction on the issuance of building permits. Permit rationing or other growth control measures have been used by some communities when faced with a severe and unanticipated

***Explanation VI.1-1: Example of City Financial Assistance Toward Home Purchase***

If a downpayment program were available, the City’s HOME grant pool might come up with \$30,000 for a downpayment to make the amount to be financed in the range of the moderate family. The family is then purchasing the home for \$108,000, which puts the payment within reach. Because bonus units are identical to main units, the selected family has purchased a \$150,000 home for \$108,000.

Technically, this family could move in today and resell the house tomorrow for \$150,000, and walk away with a \$42,000 profit generated with public and program money. To provide an opportunity to gain equity and still ensure that there is not a “windfall”, the City would be a party to resale so that bonus units could be sold only to those who are qualifying families or the “windfall” is recaptured and returned to the pool.

<sup>30</sup>This is based on a monthly income of \$3,667 with 30% allocated for shelter cost.

situation in which it is no longer feasible to allow an unrestricted issuances of building permits. In the late 1970s and through much of the 1980s, for example, the City of Petaluma had a growth management program to ration limited residential land areas. The Lake Tahoe basin limits the number of permits issued each year for environmental reasons. The Ukiah Plan has no proposed policies along this line. The Plan, however, does establish an affordable housing protection program. Goal 9 and its associated policy and implementation measures provide that should some type of permit rationing occur, permits shall be made available to ensure adequate housing for all income levels.

The City of Ukiah has an active Redevelopment Area that encompasses a significant portion of the City's central land area. A minimum of twenty percent of Redevelopment funds must be allocated to affordable housing. In addition, the Redevelopment Agency can recommend changes in the land use mix to increase housing opportunities.

The Redevelopment Authority has an adopted allocation program that utilizes its funds in a manner that allows non-profit groups to leverage City funds with other funding sources to open more housing opportunities.

### **1.20.02 General Plan goals, policies, and implementing programs**

**G**oal HS-7: Encourage construction of housing units to meet projected housing needs for all income groups.

*Policy -7.1:* Ensure adequate land area for a diverse housing stock.

*Implementation Measure HS-7.1(a):* The Land Use Element shall reflect land areas in the City with appropriate locations and densities to meet the City's five year housing need. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City ♦ Agency/Department responsible: Planning Department]

*Implementation Measure HS-7.1(b):* Maintain an updated inventory of buildable housing sites existing within the City limits. [Timeframe for completion: Short-term planning period ♦ Measure applies to: City ♦ Agency/Department responsible: Special Projects Administration ♦ Special timing provisions related to the Housing Element: Create a permit tracking system that includes purchase price or rental cost information by Fiscal 1997]

*Policy HS-7.2:* Create incentives for developers of affordable housing.

*Implementation Measure HS-7.2(a):* The City shall ensure that the Land Development Code is prepared with standards for density bonuses and other affordable housing incentives. [Timeframe for completion: Short-term planning period ♦ Measure applies to: City ♦ Agency/Department responsible: Planning Department ♦ Special timing provisions related to the Housing Element: Latter half of 1996]

**G**oal HS-8: Allow construction or permitting of second residential units.

*Policy HS-8.1:* Maintain the City's established policy program for permitting second units.

*Implementation Measure HS-8.1(a):* Second units within single family zoning may be conditionally permitted if the site is appropriate following a public hearing and consideration of issuance of a use permit. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City ♦ Agency/Department responsible: Planning Department]

## Goal HS-9: Ensure an adequate low and moderate income housing stock to meet City needs.

**Policy HS-9.1:** Dedicate an allocation of building permits each year to be used for housing affordable to low and moderate income families.

*Implementation Measure HS-9.1(a):* Although the General Plan does not propose or impose any growth management program that creates permit rationing system, should such a growth control program be established, in order to meet the City's fair share of housing, the growth management program shall be designed to make available building permits for a diverse housing stock that meets the following minimum per year allocations of dwelling units:

<i>Income category</i> .....	<i>Number of units</i> <sup>31</sup>
Very low income .....	44
Low income .....	22
Moderate income .....	28
Above moderate income .....	62

These numbers are only put into place if the City institutes a program for growth management that rations the number of permits issued each year. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City ♦ Agency/Department responsible: Planning Department]

*Implementation Measure HS-9.1(b):* The City shall work with local housing agencies to encourage the construction of at least three low- or low-moderate housing units per year for owner-occupancy. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City ♦ Agency/Department responsible: Special Projects Administration]

**Policy HS-9.2:** Facilitate the construction of affordable housing.

*Implementation Measure HS-9.2(a):* During the short-term planning period, modify internal application processing systems to fast-track projects providing affordable housing. [Timeframe for completion: Short-term planning period ♦ Measure applies to: City ♦ Agency/Department responsible: Planning Department ♦ Special timing provisions related to the Housing Element: This is a provision to be included in the new Land Development Code]

*Implementation Measure HS-9.2(b):* Include in the Land Development Code a series of standard conditions that would apply to affordable housing in order to allow pre-planning for project conditions. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City ♦ Agency/Department responsible: Planning Department ♦ Special timing provisions related to the Housing Element: The City's existing zoning ordinance includes a "Planned Development" ordinance that will be carried forward in concept to the revised Land Development Code. The PD ordinance relaxes standards for setbacks, parking, and other development in order to provide the highest levels of flexibility. The Ukiah PD

<sup>31</sup>Minimum number dwelling units for which building permits are to be made available during the short-term planning period (5 years). A multi-family dwelling has multiple units with only one building permit.

ordinance, a copy which has been filed with the Department Housing and Community Development, allow nearly "negotiated" building and site development standards in exchange for benefits to the community. Standard conditions typically include establishing the number of parking spaces per unit, type and design of landscaping and open space areas, building setbacks, and other special provisions related to the site development. Building design and neighborhood compatible design is likely to be a part of future project reviews following adoption of the new land development code during the certification cycle of the Housing Element]

*Implementation Measure HS-9.2(c): Continue to utilize the Density Bonus provisions of the Land Development Code to provide opportunities for affordable housing projects by distributing infrastructure costs across more units which reduces the cost per unit of infrastructure development. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City ♦ Agency/Department responsible: Planning Department]*

*Implementation Measure HS-9.2(d): Utilize the Planned Development zoning district or its equivalent to allow development design flexibility for affordable housing projects. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City ♦ Agency/Department responsible: Planning Department]*

## **G**oal HS-10: Continue to utilize redevelopment funds for affordable housing.

*Policy HS-10.1: Appropriately utilize the twenty percent redevelopment housing fund allocation to create or leverage affordable housing.*

*Implementation Measure HS-10.1(a): Coordinate efforts between the Redevelopment Agency and the Low and Moderate Income Advisory Committee to determine and meet affordable housing needs. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City ♦ Agency/Department responsible: Planning Department]*

*Implementation Measure HS-10.1(b): Utilize Redevelopment funds, when feasible, as leverage with private and other funding sources to generate more housing. [Timeframe for completion: Short-term planning period ♦ Measure applies to: City ♦ Agency/Department responsible: Special Projects Administration ♦ Special timing provisions related to the Housing Element: This measure provides further coordination with the requirements in Implementation Measure 3.1.b]*

*Implementation Measure HS-10.1(c): The Redevelopment Agency housing mix incentives shall include provisions for mixed uses and combinations of residential and commercial development. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City ♦ Agency/Department responsible: Special Projects Administration]*

### **1.21 Meeting special housing needs**

#### **1.21.01 Summary of major findings**

**S**ome of the groups in the Ukiah area which have special housing needs include the elderly, disabled, homeless, seasonal workers, and single mothers with children. Although there is a definitive need for support services for special populations, the City's current construction programs have resulted in the addition of new housing stock to meet special population needs.

#### **1.21.02 General Plan goals, policies, and implementing programs**

**G**oal HS-11: **People with special needs shall have access to housing and supportive housing services.**

*Policy HS-11.1:* Maintain a current inventory of housing for persons with special needs.

*Implementation Measure HS-11.1(a):* Inventory the existing housing that is available. [Timeframe for completion: Short-term planning period ♦ Measure applies to: City ♦ Agency/Department responsible: Special Projects Administration ♦ Special timing provisions related to the Housing Element: Prepare the special inventory of housing by Fiscal 1997]

**G**oal HS-12: **Ensure that migratory/seasonal workers have affordable housing options.**

*Policy HS-12.1:* Encourage the provision of appropriate, safe, affordable housing for seasonal labor and families.

*Implementation Measure HS-12.1(a):* Work with the County to continue a program for providing housing for migratory and seasonal workers. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City ♦ Agency/Department responsible: Special Projects Administration]

*Implementation Measure HS-12.1(b):* During the short-term planning period, work with the County to establish a program to assist appropriate agencies or organizations with the acquisition of older motels or other facilities that could be converted to seasonal worker housing. [Timeframe for completion: Short-term planning period ♦ Measure applies to: City ♦ Agency/Department responsible: Special Projects Administration ♦ Special timing provisions related to the Housing Element: Begin an inventory in Fiscal 1997, start assistance with acquisition in Fiscal 1998. This program is likely to be targeted to carry over into the intermediate-term planning period because of its undetermined capital costs. A likely source for the funds would be the Redevelopment Agency's 20% set aside funds.]

**G**oal HS-13: **Continue to permit development of group care homes.**

*Policy HS-13.1:* Support efforts to integrate group care homes to meet special housing needs.

*Implementation Measure HS-13.1(a):* Provide staff support or other assistance to organizations seeking to develop group care homes for the elderly, developmentally disabled, or the physically disabled. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City ♦ Agency/Department responsible: Special Projects Administration]

*Implementation Measure HS-13.1(b):* Offer permit processing incentives or other assistance for group homes that are proposed to be developed through rehabilitation of existing housing stock or that are designed to enhance or improve neighborhood character or appearances. [Timeframe for completion: Short-term planning period ♦ Measure applies to: City ♦ Agency/Department responsible: Special Projects Administration]

## **1.22 Jobs-housing balance**

### **1.22.01 Summary of major findings**

**B**alancing employment opportunities with housing availability is an issue that transcends all income groups. One of the critical components of the General Plan is the desire to attract creative, clean, and good-paying industry to the area. While "start-ups" — a completely new business that starts from scratch in the area — may make almost exclusive use of the existing labor pool, a business expanding

to the area or relocating to the Ukiah Valley would most likely bring key employees with it as part of the relocation. Because of this approach, a relocating business examines not only the available pool of labor, the costs of doing business locally, and the expense of the relocation, the business also looks to ensure that there is quality housing affordable to its relocating staff. Maintaining a balance between available jobs and locations for housing is the issue.

In order to maintain this balance, a community must ensure that when it is making land available for employment development opportunities that it also has appropriate land suitable for new housing to accommodate the change in the labor force. The siting of lands for residential purposes is within the Land Use Element in Chapter VI.4 beginning on page VI-1. Encouragement for new job generation is in the Vision Statement and the Economic Development Element in Chapter VI.C beginning on page VI-65. The focus on the Housing Element is to guide siting and recruitment policies as a means of directing that housing locations be near employment centers.

### **1.22.02 General Plan goals, policies, and implementing programs**

#### **G**oal HS-14: Achieve an employment-housing balance.

*Policy HS-14.1:* Ensure that lands for housing are located near designated areas that will serve as employment centers.

*Implementation Measure HS-14.1(a):* Identify and coordinate housing development with existing and future job(s) so that lands near job centers are designated for appropriate residential development. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City ♦ Agency/Department responsible: Planning Department ♦ Special timing provisions related to the Housing Element: The Land Use Element reflects this in siting new residential areas]

*Implementation Measure HS-14.1(b):* In reviewing residential development proposals near job centers, the City shall incorporate into staff reports an inventory of the proposed new housing and its purchase price along with an inventory of the number of jobs available in the area by income bracket. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City ♦ Agency/Department responsible: Planning Department]

*Implementation Measure HS-14.1(c):* Establish land development regulations that encourage subdivisions to offer a diversity of housing stock to match the family affordability index for the Valley. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City ♦ Agency/Department responsible: Planning Department]

### **1.23 Non-traditional housing styles**

#### **1.23.01 Summary of major findings**

**O**ne way to help alleviate the burden of providing more housing to a given population is to use the existing housing in a more effective way. One way of doing this is to have shared housing. Shared housing often occurs on its own when people have lost all other options and move in with family and/or friends as a way to avoid homelessness. Planned shared housing allows residents to become involved out of choice rather than necessity.

Impediments to higher density living that discourage shared housing need to be removed in order to simplify the process. The city needs to develop programs to encourage shared housing, taking the lead from other cities where such programs have been successfully implemented. Some services these programs can provide are counseling for people in shared housing situations, assistance with contract writing for people entering shared housing arrangements, and assistance for matching up parties interested in shared housing arrangements.

There are several specific populations that can benefit from shared housing arrangements: elderly people not wanting to live alone or in senior housing, single parents that would like to live with other adults to ease the responsibilities of child raising, any person who would like to live in a house rather than an apartment but could not handle the expense of a house alone or would merely prefer to live with others. The increased possibility of home ownership is certainly a plus. Also, the needs of a differently abled person may be aided by living in a shared housing arrangement.

### **1.23.02 General Plan goals, policies, and implementing programs**

#### **G**oal HS-15: Encourage non-traditional housing and ownership styles.

*Policy HS-15.1:* Encourage new flexible housing stock design which may accommodate uses other than traditional single family residence.

*Implementation Measure HS-15.1(a):* Amend the land development regulations to simplify the approval of planned unit development, shared-facility housing, and non-traditional single family residential housing. [Timeframe for completion: Short-term planning period ♦ Measure applies to: City ♦ Agency/Department responsible: Planning Department ♦ Special timing provisions related to the Housing Element: Identify "co-housing" as a land use and provide for cooperative housing within the subdivision ordinance. Allow for shared housing and shared facilities in the building code. Latter half of 1996]

*Policy HS-15.2:* The City shall encourage alternative living arrangements which maximize the use of the available housing stock and land resources.

*Implementation Measure HS-15.2(a):* The City shall work with community agencies to facilitate shared housing arrangements. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City ♦ Agency/Department responsible: Planning Department]

### **1.24 Housing Element review**

#### **1.24.01 Summary of major findings**

**C**alifornia law requires that the Housing Element be updated every five years. In addition, State law also requires an annual review of achievement of the General Plan. The General Plan includes provisions to require that all Elements of the Plan be reviewed each year to measure the success of implementation. The Housing Element is to be part of this review. In addition, the proposed land development code is to be reviewed at the same time.

### **1.24.02 General Plan goals, policies, and implementing programs**

#### **G**oal HS-16: Maintain the viability of the City's housing programs.

*Policy HS-16.1:* Review the Housing Element on an periodic basis.

*Implementation Measure HS-16.1(a):* The Low Income Housing Advisory Committee shall prepare a report with the City's Annual General Plan review to identify the progress in achieving the Housing Element to be a part of the Community Development Department's annual report on the General Plan. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City ♦ Agency/Department responsible: Special Projects Administration]

*Implementation Measure HS-16.1(b):* The Low Income Housing Advisory Committee shall identify in its report fiscally achievable recommendations to the Planning Commission and City Council concerning those areas in which the City may not be meeting its goals. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City ♦ Agency/Department responsible: Special Projects Administration]

## **1.25 Fair housing and anti-discrimination**

### **1.25.01 Summary of major findings**

The City of Ukiah has long supported fair housing opportunities. The City makes available booklets providing information about resources to assist those believing that they have been the subject of discrimination related to housing opportunities. Complaints fielded by the City are turned over to the District Attorney for investigation and prosecution, if needed. This has been the system used by the City for the past ten years, and appears to have been successful in resolving the limited number of complaints received.

### **1.25.02 General Plan goals, policies, and implementing programs**

**G**oal HS-17: Support fair housing regulations.

*Policy HS-17.1:* Provide information on enforcement and assistance for housing discrimination complaints.

*Implementation Measure HS-17.1(a):* Continue to make available information on resources to assist persons believing that they have been denied fair housing opportunities. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City ♦ Agency/Department responsible: Special Projects Administration]



## 2 COMMUNITY DESIGN

# C

OMMUNITY DESIGN IS an optional element that is not defined in California regulations. It is one of the more popular elective General Plan elements; more than 120 of California's 265 incorporated cities have design elements. Nearly half the State's counties and over half of its cities have Design Review boards. The Community Design Element is intended to establish policy parameters for accommodating all views of the area's appearance. The first section of this Element is about design guidelines and administration of guidelines. This is followed by a discussion of the components of design throughout the Valley. Within each section, there is an explanation box identifying to which land uses the section applies.

### 2.01 Design guidelines and standards

#### 2.01.01 Summary of major findings

**D**uring the community visioning process for this element, the need to ensure that buildings are "attractive" and "aesthetically pleasing" was stressed. Additionally, attractive landscaping of new commercial and industrial development was considered important. Recently, the city has been making efforts to improve its appearance through stronger landscaping requirements.

Design guidelines provide an opportunity for creating districts which provide a "sense of place." For example, Downtown benefits from a relatively high density of architectural and historically significant structures which could be complemented and further enhanced by new development. In this area, it is especially critical to ensure that new buildings adjoin directly onto sidewalks rather than be sited behind parking lots to ensure an attractive and inviting environment for pedestrian shoppers. The downtown area and other commercial areas need guidelines to ensure that buildings are articulated in terms of scale and design so that they create an attractive environment. A *Downtown Design Guideline* has already been adopted by the City as a part of the 1992 Downtown Master Plan.

#### *Explanation VI.2-XIII: Applicability of this section of the Element*

Section applies to ..... City and County Administration

Incorporated areas ..... City

Planning area ..... County

Applicable to:

Single family homes ..... No

Multi-family ..... Yes

Commercial ..... Yes

Industrial ..... Yes

Public ..... Yes

Planned Developments ..... \*Yes

Specific Plans ..... \*Yes

\* - Overall design concepts and overall project

Design guidelines need to be consistent between the City and the County to ensure that, through the application of a uniform set of criteria residents of the Valley as a whole know what to expect in terms of design standards. By providing those wanting to build new structures with similar criteria, "design shopping" for the "cheaper" requirements can be avoided.

The visual character of commercial and industrial developments within the City of Ukiah and outlying communities could be improved by developing and enforcing sign and landscaping standards. Such standards are especially important along the Highway 101 and the railroad corridors.

Newer residential neighborhoods also present design opportunities during subdivision review. Increasingly narrow lots and ever larger garages are turning many newer neighborhoods into monotonous streetscapes dominated by garage doors and driveways in place of inviting porches and facades which characterize older neighborhoods. Alleyways for accessing garages, roomy front porches, or other traditional small town design characteristics could be encouraged through design standards to ensure that new neighborhoods mimic the positive visual qualities of the City's older neighborhoods.

County staff will function as the primary reviewing body for design review once the Guidelines are adopted. Both the City and County staffs have the ability to draw upon technical advisors when needed, much as the City Planning Commission has provided design and technical advice for the Redevelopment design review process.

## 2.01.02 General Plan goals, policies, and implementing programs

### **G**oal CD-1: Establish a design review program appropriate for the Ukiah Valley.

*Policy CD-1.1:* Encourage appropriate scale, materials, setbacks, and landscaping to enhance the Valley's beauty and historic fabric.

*Implementation Measure CD-1.1(a):* Ensure that the design standards in the Land Development Code include standards for material compatibility with the visual fabric of the area in terms of material, siting, scale, and landscaping. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: City Planning Department and County Department of Planning and Building]

*Implementation Measure CD-1.1(b):* Develop a resource list showing where design amenities can be acquired by property developers. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: City Planning Department and County Department of Planning and Building]

*Policy CD-1.2:* Ensure consistent design guidelines throughout the Ukiah Valley.

*Implementation Measure CD-1.2(a):* To streamline and provide consistency to the design review process, create a combined City-County Ukiah Valley Design Review Committee to prepare the *Ukiah Valley Design Guidelines*. [Timeframe for completion: Short-term planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: City Planning Department and County Department of Planning and Building]

*Implementation Measure CD-1.2(b):* The City shall administer the Design Review Guidelines through a Design Review Committee that passes advisory recommendations during the Site Development Review process. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City ♦ Agency/Department responsible: Planning Department]

### **G**oal CD-2: Seek out future designs to become "preservable" structures.

*Policy CD-2.1:* Encourage developers to construct new buildings and settings of such quality that Ukiah's future citizens will wish to protect them.

*Implementation Measure CD-2.1(a):* Utilize design standards in the Land Development Code which help to create quality designs which future residents will want to preserve. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City and County

◆ *Agency/Department responsible:* City Planning Department and County Department of Planning and Building]

*Policy CD-2.2:* Ensure that developments relate harmoniously with each other within districts.

*Implementation Measure CD-2.2(a):* Include design standards that reflect the land use intensity and the different design needs for separate areas within the Valley. [Timeframe for completion: Ongoing planning period ◆ *Measure applies to:* City and County ◆ *Agency/Department responsible:* City Planning Department and County Department of Planning and Building]

## **G**oal CD-3: **Provide an aesthetically pleasing urbanscape.**

*Policy CD-3.1:* Establish Design Review guidelines tailored to neighborhood character and land uses.

*Implementation Measure CD-3.1(a):* The design review guidelines in the Land Development Code shall be reflective of neighborhood character and land use intensity. [Timeframe for completion: Ongoing planning period ◆ *Measure applies to:* City and County ◆ *Agency/Department responsible:* City Planning Department and County Department of Planning and Building]

## **G**oal CD-4: **Seek uniform, attractive landscaping standards for non-single family residential development throughout the Valley.**

*Policy CD-4.1:* Establish and enforce landscaping standards in all non-single family residential, multi-family residential, commercial, and industrial development and all redevelopment projects.

*Implementation Measure CD-4.1(a):* Create a combined City-County landscape program to ensure uniform standards and requirements for new non-single family residential, multi-family residential, commercial, industrial development, and all redevelopment projects. [Timeframe for completion: Ongoing planning period ◆ *Measure applies to:* City and County ◆ *Agency/Department responsible:* City Planning Department and County Department of Planning and Building]

*Policy CD-4.2:* Encourage planting of native trees and plants.

*Implementation Measure CD-4.2(a):* Utilize design standards that encourage the planting of native, adaptive, and drought resistant vegetation in all introduced and approved landscaping plans. [Timeframe for completion: Ongoing planning period ◆ *Measure applies to:* City and County ◆ *Agency/Department responsible:* City Planning Department and County Department of Planning and Building]

*Policy CD-4.3:* Require landscaping that will result in the creation of new street canopies.

*Implementation Measure CD-4.3(a):* The landscape standards in the Land Development Code shall include provisions for street canopies and streetscape enhancement. [Timeframe for completion: Ongoing planning period ◆ *Measure applies to:* City and County ◆ *Agency/Department responsible:* City Planning Department and County Department of Planning and Building]

*Implementation Measure CD-4.3(b):* The City and County shall cooperate to permit planting of canopy trees within the rights-of-way to improve or enhance the streetscape.

[*Timeframe for completion:* Ongoing planning period ♦ *Measure applies to:* City and County  
 ♦ *Agency/Department responsible:* City Planning Department and County Department of  
 Planning and Building]

## 2.02 The Ukiah Valley setting

### 2.02.01 Summary of major findings

The scenic setting of the Ukiah Valley is the city of Ukiah's primary aesthetic asset. Views of wooded or chaparral covered mountains provide a dramatic backdrop for all parts of the City and the Ukiah valley. The City's western neighborhoods abut directly against wooded hillsides, while views of the steep Mayacama Mountains across the valley can be seen to the east down City streets. While most of these ridges are too steep for significant development, pressure to develop the lower flanks will likely increase, with possible adverse aesthetic impacts due to grading or insensitive building or landscape design. The City has recently proposed revisions to its hillside development standards due to this concern.

***Explanation VI.2-XIV: Applicability of this section of the Element***

Section applies to Unincorporated County Administration:

Planning area	County
<i>Applicable to:</i>	
Agriculture buildings	No
Single family homes	No
Multi-family	Yes
Commercial	Yes
Industrial	Yes
Public	Yes
Planned Developments	*Yes
Master/Specific Plan Areas	*Yes

\* - Overall design concepts and overall project

Vineyards and pear orchards dominate much of the open space surrounding the City, particularly to the east and south. These intensive agricultural areas provide a strong and pleasant contrast with the developed urban areas of the Ukiah valley and provide much of its rural, attractive character.

The Russian River, and its associated riparian groves of trees, also provide a major visual element as it flows through the valley. Much of the river flows through undeveloped flood plain or agricultural areas, which has helped to preserve some of its natural qualities. Creeks flowing from

the western hills flow through parts of the city and contain vestiges of native vegetation. However, because of urban development, some of the natural scenic quality of these creeks has been diminished. Public vantage points in terms of views of the river and area creeks are also somewhat limited.

Throughout Ukiah and in scattered areas throughout the valley are surviving groves of valley oak forests which originally carpeted much of the valley's floor. Because of their large size, these remaining trees provide a significant silhouette and add immeasurably to the visual character of the area. Many outstanding large trees of all species, which are significant visual resources and part of the heritage of the community, can be conserved or protected through creative site design.

Part of the role of community design in maintaining this panorama and the attractive first impression of the Valley is to ensure that the areas in which "urban scale" development is likely to occur — Ukiah, Calpella, The Forks, and Talmage — continue to be separate and distinct areas. These areas are considered likely to develop due to the availability of public services and community facilities. Retaining this requires green space between the communities.

## 2.02.02 General Plan goals, policies, and implementing programs

### **G**oal CD-5: Preserve and enhance the scenic setting of the Ukiah valley.

**Policy CD-5.1:** Maintain areas without urban scale development that provide visual separation between the Valley's communities.

*Implementation Measure CD-5.1(a):* Consider the visual effects of density when assigning land use density and building intensity in areas between communities. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: City Planning Department and County Department of Planning and Building]

**Policy CD-5.2:** Preserve native riparian vegetation on both the Russian River and along tributary creeks in the Ukiah Valley.

*Implementation Measure CD-5.2(a):* Implement provisions of the Open Space Element related to riparian habitat in the Design Review Guidelines. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: City Planning Department and County Department of Planning and Building]

**Policy CD-5.3:** Encourage an attractive US 101 viewshed.

*Implementation Measure CD-5.3(a):* Ensure that design standards in the Land Development Code incorporate provisions to be responsive to enhancing or complementing views from US 101 through the use of landscaping or other site design characteristics. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: City Planning Department and County Department of Planning and Building]

### **G**oal CD-6: Ensure community separation and identification.

**Policy CD-6.1:** Enhance, protect and preserve viewscapes and visually important community separators.

*Implementation Measure CD-6.1(a):* Provide guidelines and design recommendations for property owners which assist in their pre-planning for development when their properties are located in highly visible areas. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: City Planning Department and County Department of Planning and Building]

## 2.03 The “Gateways”

### 2.03.01 Summary of major findings

**A** “gateway” is a term used to describe the “first impression” that a resident or visitor has of the Ukiah Valley. For the General Plan, there are two levels of gateways. The first level is the gateways into the Valley — US 101, Highways 20 and 253, and Eastside Road. In general, most participants in the visioning process find that the entry points to the Valley present an attractive panorama of orchards, vineyards, and trees. The natural appearance of the Valley is well-recognized as attractive and beautiful.

These beautiful gateway views of the Valley can become cluttered with large scale buildings of "utilitarian" design and a proliferation of signs and billboards. Thus the beauty which could otherwise be both an attraction to visitors and source of pride for residents would be lost.

The second gateway level is the entrance into the City itself. There are six main gateways to the City and its environs: North State Street, South State Street, Perkins Street, Gobbi Street, Talmage Road, and Low Gap Road. The City gateways are less of a panorama, in that one sees a more narrow scope of view — the streetscape and immediately-visible buildings or lots. Much of the discussion about "how Ukiah looks" when one enters the City is based on the impressions of the area's heaviest concentration of commercial development with the Crossroads Shopping Center (which is in the unincorporated County) at the north, Orchard Plaza at Perkins, and the new WalMart at Talmage. Although Gobbi still retains some large mature treecover, the area close to the railroad opens to "satellite" or "strip-style" commercial development.

***Explanation VI.2-XV: Applicability of this section of the Element***

**Section applies to** . . . . . City and County Administration

Incorporated areas . . . . . City  
Planning area . . . . . County

**Applicable to**

Agriculture buildings	.....	No
Single family homes	.....	No
Multi-family	.....	Yes
Commercial	.....	Yes
Industrial	.....	Yes
Public	.....	Yes
Planned Developments	.....	*Yes
Master/Specific Plan Areas	.....	*Yes

\* - Overall design concepts and overall project

The corridor of commercial development along State Street is a strong, visually dominant element in both Ukiah and other parts of the Ukiah valley. For visitors and residents alike, generally both the initial and most frequent impressions of Ukiah are made while traveling along this thoroughfare. To a lesser extent this is also true of Perkins Street, Gobbi Street, and Talmage Road. Outside the City's immediate downtown area, much of State Street is dominated by a typical strip development type of streetscape. While street trees have been installed along some property frontages, the tree species used for the most part lack the ultimate growth size needed to provide a more significant visual presence in softening or unifying the streetscape.

### 2.03.02 General Plan goals, policies, and implementing programs

#### **G**oal CD-7: Improve the appearance of area gateways.

*Policy CD-7.1: Establish public policy to enhance and improve the appearance of area gateways.*

*Implementation Measure CD-7.1(a): Utilize redevelopment powers and other property improvement incentives to encourage property owners to rebuild, restore, or generally enhance the appearance of gateway areas. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: City Planning Department and County Department of Planning and Building]*

*Implementation Measure CD-7.1(b): Utilize volunteer efforts and make available public rights-of-way for planting trees and flowers to improve the gateway streetscape. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: City Planning Department and County Department of Planning and Building]*

## 2.04 Agricultural and scenic area character

### 2.04.01 Summary of major findings

**T**he rural character of the area is a major part of its heritage, as are the achievements in agriculture, horticulture, and historical and archaeological sites. Because of the “nature” of plant growth and decline, this issue is often overlooked. Thus it becomes necessary to identify these sites and contributions, seek to preserve the locale, conserve the character, propagate the genetic material, or record the heritage of this part of our history.

### 2.04.02 General Plan goals, policies, and implementing programs

**G**oal CD-8: Recognize that general area appearance — especially of the orchards and vistas — is a cultural and visual resource.

*Policy CD-8.1:* Encourage the preservation of scenic views, vistas, and streetscapes.

*Implementation Measure CD-8.1(a):*

Develop City and County design guidelines to assist new development in the rural areas of the Valley to include design and siting features that are intended to preserve the vistas and agrarian appearance of the area. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: City Planning Department and County Department of Planning and Building]

**Explanation VI.2-XVI: Applicability of this section of the Element**

Section applies to . . . . .	County Administration
Planning area . . . . .	County
Applicable to:	
Agriculture buildings . . . . .	No
Single family homes . . . . .	No
Multi-family . . . . .	Yes
Commercial . . . . .	Yes
Industrial . . . . .	Yes
Public . . . . .	Yes
Planned Developments . . . . .	*Yes
Master/Specific Plan Areas . . . . .	*Yes
* Overall design concepts and overall project	

## 2.05 A sense of place

**A** “sense of place” is a term that refers to a subjective positive feeling that one is able to experience in a location. While there is no “hard and fast” definition as to what constitutes a “sense of place,” effectively it is how a community or area is described, its comfort level, and the positive feelings to return to the area. A sense of place is an important part of the success of a community. If there is no belief or feeling of belonging to a community, the area does not become one's home or place to which there is a desire to return. While much of the General Plan deals with facts and figures proposing policy programs with goals that can be measured in numbers, the Community Design element addresses the subjective issues of aesthetics. The attractiveness of the Valley — from its panoramas to individual buildings — is going to be measured by different standards from one person to the next. The purpose of defining a sense of place is to try and provide the parameters within which design standards will ultimately be developed.

## 2.05.01 Downtown

### 2.05.01(A) Summary of major findings

The most attractive features of the urban environment of Ukiah include the historic buildings, which are mostly found in the downtown area and the tree-lined streets in older neighborhoods. Downtown Ukiah also includes streets dominated by small scale commercial buildings with a pedestrian orientation.

<i>Explanation VI.2-XVII: Applicability of this section of the Element</i>	
Section applies to:	City
Administration:	City
Incorporated areas	City
Applicable to:	
Single family homes	No
Multi-family	Yes
Commercial	Yes
Industrial	Yes
Public	Yes
Planned Developments	*Yes
Master/Specific Plan Areas	*Yes
*-- Overall design concepts and overall project	

Downtown Ukiah has been undergoing the initial stages of a renaissance in its appearance, partially inspired by redevelopment efforts, partially generated by the need to enhance the appearance of buildings for market value, and partially due to the change in the downtown business market. In 1992, the City adopted a Downtown Master Plan with concepts for design, plazas, and improved area appearance.

Maintaining appropriate design standards compatible with the mix of the existing buildings' design and ages is a formidable task. Final definition is left to the Land Development Code. However, the concepts of the design guidelines are addressed below.

### 2.05.01(B) General Plan goals, policies, and implementing programs

#### Goal CD-9: Improve and enhance the appearance of Downtown Ukiah.

Policy CD-9.1: Utilize redevelopment powers to improve the appearance of Downtown Ukiah.

*Implementation Measure CD-9.1(a): Use the Redevelopment Plan and the ability to acquire funds for the Downtown area in order to improve the appearance of the area. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City ♦ Agency/Department responsible: City Council]*

*Implementation Measure CD-9.1(b): Provide incentives and other support to downtown property owners to improve and restore the appearance of buildings. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City ♦ Agency/Department responsible: Planning Department]*

*Implementation Measure CD-9.1(c): Ensure that new and rebuilt downtown properties maintain the character and sense of place for the downtown area. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City ♦ Agency/Department responsible: Planning Department]*

Policy CD-9.2: Ensure compatibility of new development in the downtown area.

*Implementation Measure CD-9.2(a): Require that new building designs be complementary to the overall character of the neighborhood in which a project is located. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City ♦ Agency/Department responsible: Planning Department]*

*Policy CD-9.3: Ensure Downtown design that will enhance the character of the area.*

*Implementation Measure CD-9.3(a): Require signage, lighting, awning, and outdoor furniture in the Downtown to be of a design which will reflect and enhance the character of the area. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City ♦ Agency/Department responsible: Planning Department]*

## 2.05.02 Residential neighborhoods

### 2.05.02(A) Summary of major findings

The City of Ukiah is built around various residential neighborhoods which reflect its growth and annexations since incorporation. Many of these residential neighborhoods contain homes or business buildings of similar age or character. As buildings age, the care and upkeep may differ from structure to structure. When this occurs, some residential neighborhoods may have homes that are in "pristine" condition while others provide opportunities for rehabilitation or restoration, or may even warrant demolition. When older buildings are demolished and replaced by newer buildings, it is important to ensure that the fabric of the neighborhood is not visually overwhelmed by newer construction.

Maintaining a neighborhood's residential character is important for its long-term stability. If the comfort or appearance of a neighborhood changes significantly, the existing residents may feel a loss and may wish to move from the area.

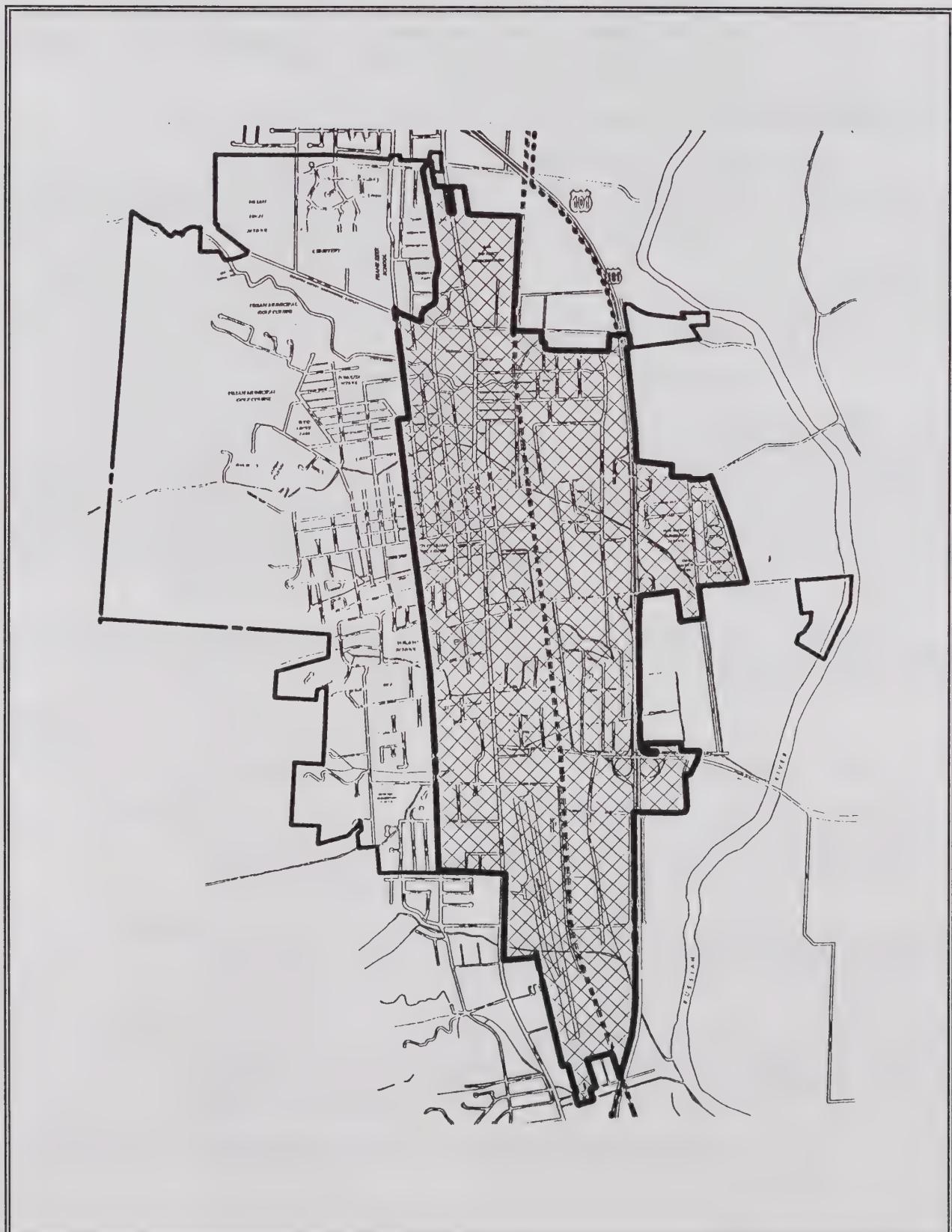


Figure VI.2-JJ: Redevelopment Area

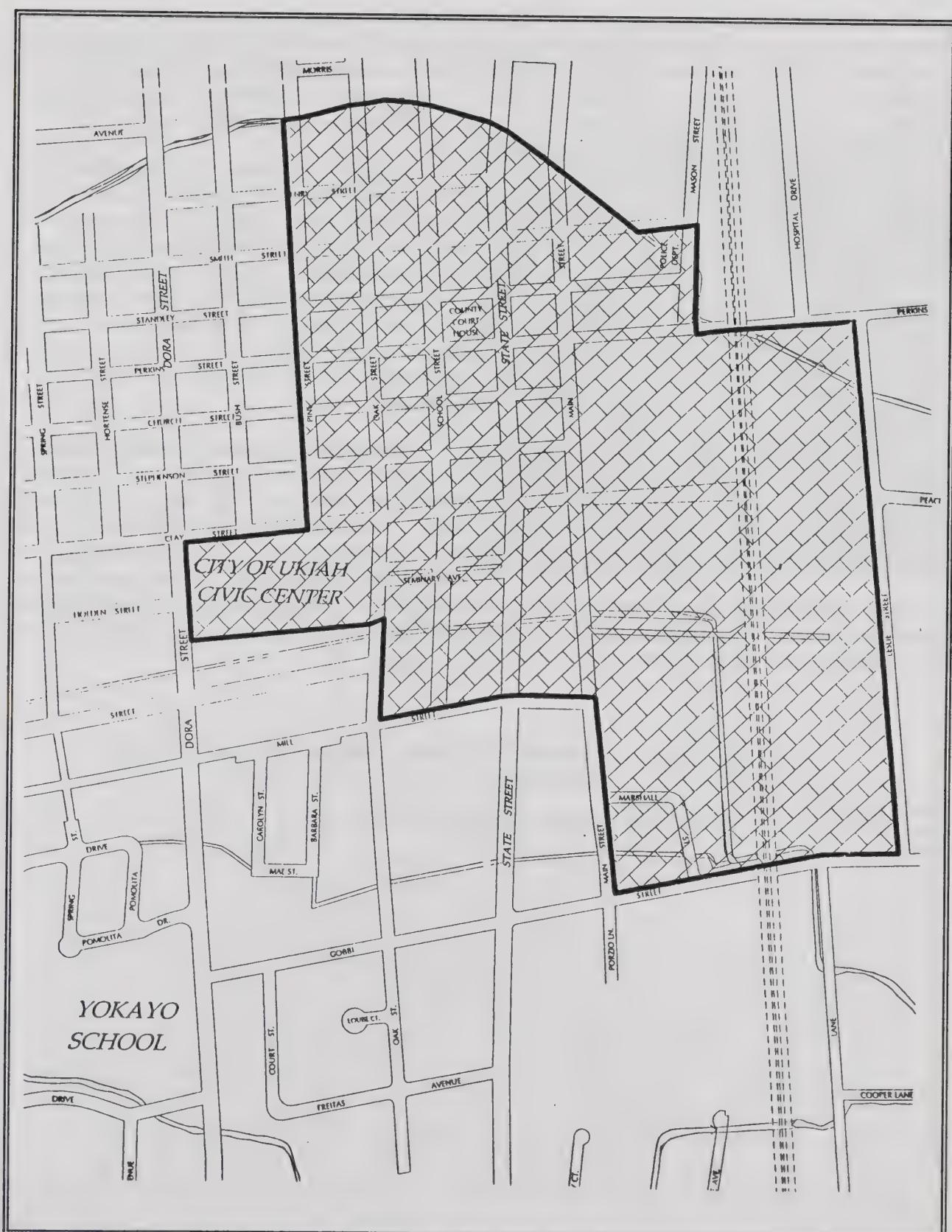


Figure VI.2-KK: Downtown Master Plan Area

If a neighborhoods' character appears to be in transition from single family to mixed or other higher density uses, the City or County may face pressure from property owners seeking to increase the density or intensity of land uses. This may result in a reduction in owner-occupied single family homes in a neighborhood. Ensuring that a residential character is retained helps hold property values and neighborhood desirability at higher levels.

***Explanation VI.2-XVIII: Applicability of this section of the Element***

Section applies to:	City and County
Administration:	
Incorporated areas	City
Planning area	County
Applicable to:	
Single family homes	†Some
Multi-family	Yes
Commercial	Yes
Industrial	Yes
Public	Yes
Planned Developments	†Yes
Specific Plans	†Yes
†Applies in the defined Historic Neighborhoods. Refer to the Historic Neighborhoods Map.	
‡Overall design concepts and overall project except in defined Historic Neighborhoods.	

Ukiah has residential neighborhoods containing many historically significant and aesthetically-pleasing older buildings. A policy directed at the preservation of these neighborhoods will protect the property values of these districts and have a positive impact on the property values of surrounding areas. Preservation of the best of the past will increase the desirability of living in Ukiah. Historic properties can also be used as a resource to encourage tourism.

Years of small changes to existing structures can radically change a neighborhood. Changes in architectural style invade the integrity of historic design. Individual property owners who renovate their properties are often alone in deciding many of the elements of the renovation. Few resources are

available to facilitate their decision-making. An advocacy or advisory board, working with neighborhood associations, could help the individual owner to accomplish renovation or restoration goals while maintaining or enhancing the integrity of the historic structure.

***2.05.02(B) General Plan goals, policies, and implementing programs***

**G**oal CD-10: Preserve and enhance neighborhood character.

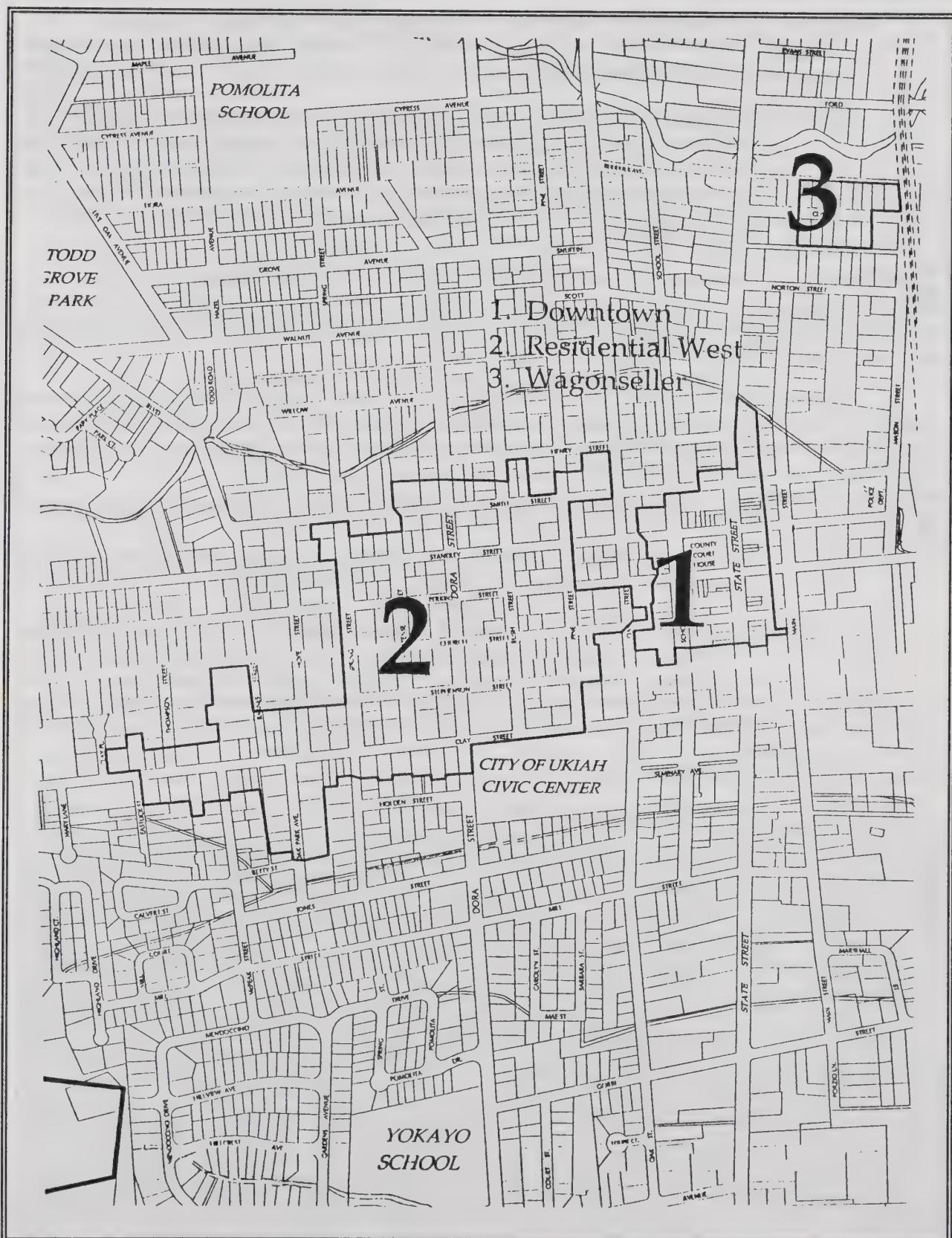


Figure VI.2-LL: City of Ukiah Historic Neighborhood boundaries

**Policy CD-10.1:** Ensure that new construction in established neighborhoods maintains or enhances existing neighborhood character.

*Implementation Measure CD-10.1(a): Utilize provisions in the Land Development Code to ensure that there are design guidelines which assist property owners in selecting materials and styles for new construction in established residential neighborhoods.* [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: City Planning Department and County Department of Planning and Building]

## **G**oal CD-11: Conserve the character and architecture of its neighborhoods.

**Policy CD-11.1:** Encourage neighborhood groups to be actively involved in the preservation of their neighborhoods.

*Implementation Measure CD-11.1(a): Support efforts of neighborhood groups to become interested and active in neighborhood preservation.* [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City ♦ Agency/Department responsible: Planning Department]

## **G**oal CD-12: Conserve the character and architecture of Ukiah and Valley neighborhoods.

**Policy CD-12.1:** Maintain and improve Ukiah's streets, lighting, trees, landscaping, and parks in a manner that enhances the City's beauty and historic fabric.

*Implementation Measure CD-12.1(a): Establish public design standards for street furniture and landscaping that enhance the streetscape and general fabric of the City.* [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: City Planning Department and County Department of Planning and Building]

## **2.06 Signs**

### **2.06.01 Summary of major findings**

**T**he number, sizes, and appearance of signs is a concern within the valley. Sign regulations generate significant controversy on all sides of the issue. Somewhere in the debate over sign regulations is a fair balance that meets objectives from all concerned.

Design Review regulations can be used to provide a base from which fair sign regulations and appearance standards can be created to serve the community. Sign regulations should focus on creating an environment in which signs can serve marketing needs in an attractive and informative manner. The regulations should not get bogged down in the minute details — such as the style of letters or color of the placard.

#### **Explanation VI.2-XIX: Applicability of this section of the Element**

Section applies to: City and County Administration

Incorporated areas ..... City  
Planning area ..... County

#### **Applicable to:**

Agriculture businesses	Yes
Single family homes	No signs
Multi-family	Yes
Commercial	Yes
Industrial	Yes
Public	Yes
Planned Developments	*Yes
Specific Plans	*Yes

\* - Overall design concepts and overall project

## 2.06.02 General Plan goals, policies, and implementing programs

### Goal CD-13: Coordinate City and County sign regulations in the Planning Area.

**Policy CD-13.1:** Reduce visual clutter by developing a consistent signage ordinance for the entire valley, including the freeway, which sets consistent standards.

**Implementation Measure CD-13.1(a):** The Land Development Code shall include sign size and siting provisions. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: City Planning Department and County Department of Planning and Building]

**Implementation Measure CD-13.1(b):** Develop uniform City-County design guidelines for attractive, informative signs. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: City Planning Department and County Department of Planning and Building]

**Implementation Measure CD-13.1(c):** Sign regulations shall strive to incorporate a consistent program for new signs to prevent the Valley from becoming overwhelmed by signs of disparate heights, size, and design. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: City Planning Department and County Department of Planning and Building]

## 2.07 Special design issues

### 2.07.01 Summary of major findings

#### 2.07.01(A) Sound walls

As an area develops and traffic increases, noise from vehicles can become a source of annoyance and potentially a health hazard in older residential areas which were built adjoining major street and highway corridors. A common solution is to construct “sound walls” between the residences and the road generating the noise. Technically, sound walls must be of adequate height to block the line-of-sight between the noise-generating vehicles and the noise receivers. These monolithic walls line many urban freeways. There is significant concern that a conventional sound wall would detract significantly from the visual quality of the Ukiah Valley. Some communities — while surrendering to the simplicity of the sound wall as a solution — have imposed significant design requirements to prevent the appearance of a monolithic wall. Similar policies have been added to the Ukiah General Plan.

#### 2.07.01(B) Under-ground utilities

A basic method of improving the design and appearance of an area, is to place overhead utilities — electrical power, telecommunications,

#### Explanation VI.2-XX: Applicability of this section of the Element

Section applies to: . . . . . City and County Administration

Incorporated areas . . . . . City  
Planning area . . . . . County

Applicable to:

Agriculture buildings . . . . . No

Single family homes . . . . . Yes

Multi-family . . . . . Yes

Commercial . . . . . Yes

Industrial . . . . . Yes

Public . . . . . Yes

Planned Developments . . . . . \*Yes

Specific Plans . . . . . \*Yes

\* - Overall design concepts and overall project

and cable television — underground. Undergrounding utilities takes the wires from the skyline and places them out of sight.

### **2.07.01(C)      *Public places***

Public facilities and buildings sometimes leave design considerations out of the budget in order to save funds. This often results in unattractive public buildings. Because public buildings often set the tone for the areas in which they are located they should adhere to quality design standards. Therefore they should be subject to the same design guidelines as private development.

Parking lots are often public areas to which little attention is directed during the project design. Changes in the City's approach to parking lot design are apparent in the approved plans for WalMart and K-Mart, both parking areas which required extensive landscaping. As parking areas are built or improved throughout the City, more conscientious design standards are to be incorporated in order to downplay "fields of asphalt."

### **2.07.02    *General Plan goals, policies, and implementing programs***

#### **G**oal CD-14:    *Require design standards for sound walls and other noise barriers.*

*Policy CD-14.1:* Utilize sound walls as a last resort for noise mitigation. Require design review when used.

*Implementation Measure CD-14.1(a):* Avoid sound walls for noise mitigation wherever feasible; if unavoidable, require the design be reviewed for æsthetics, function and sound reducing capabilities. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: City Planning Department and County Department of Planning and Building]

#### **G**oal CD-15:    *Work to place overhead utilities underground.*

*Policy CD-15.1:* Place utilities underground where feasible and safe.

*Implementation Measure CD-15.1(a):* The City shall establish a utility fund for the costs of undergrounding its City-owned power lines. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City ♦ Agency/Department responsible: Electric Utilities Division]

*Implementation Measure CD-15.1(b):* Coordinate cooperation between utility providers to share costs and responsibilities for undergrounding their services, when feasible. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: Electric Utilities, telephone, electric companies]

#### **G**oal CD-16:    *Create attractive public places and buildings.*

*Policy CD-16.1:* Work to create public places within the City.

*Implementation Measure CD-16.1(a):* Encourage creation of public places designed to serve City and neighborhood needs. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: City Planning Department and County Department of Planning and Building]

*Implementation Measure CD-16.1(b): Design public places to be safe and attractive for passive use. [Timeframe for completion: Ongoing planning period ◆ Measure applies to: City and County ◆ Agency/Department responsible: City Planning Department and County Department of Planning and Building]*

*Policy CD-16.2: Ensure attractive public buildings.*

*Implementation Measure CD-16.2(a): New public buildings shall be subject to design review standards. [Timeframe for completion: Ongoing planning period ◆ Measure applies to: City and County ◆ Agency/Department responsible: City Planning Department and County Department of Planning and Building]*

*Implementation Measure CD-16.2(b): Design review applied to public development shall be sympathetic to the location and use of the building as well as the standards that would be applied to similar private development. [Timeframe for completion: Ongoing planning period ◆ Measure applies to: City and County ◆ Agency/Department responsible: City Planning Department and County Department of Planning and Building]*

*Implementation Measure CD-16.2(c): Seek cooperation of the state, school districts, and community college district in using the Design Review Guidelines for new buildings and facilities. [Timeframe for completion: Ongoing planning period ◆ Measure applies to: City and County ◆ Agency/Department responsible: City Planning Department and County Department of Planning and Building]*

**G**oal CD-17: **Require commercial and industrial parking lots to be designed and sited so as to increase the attractiveness of the areas in which they are located.**

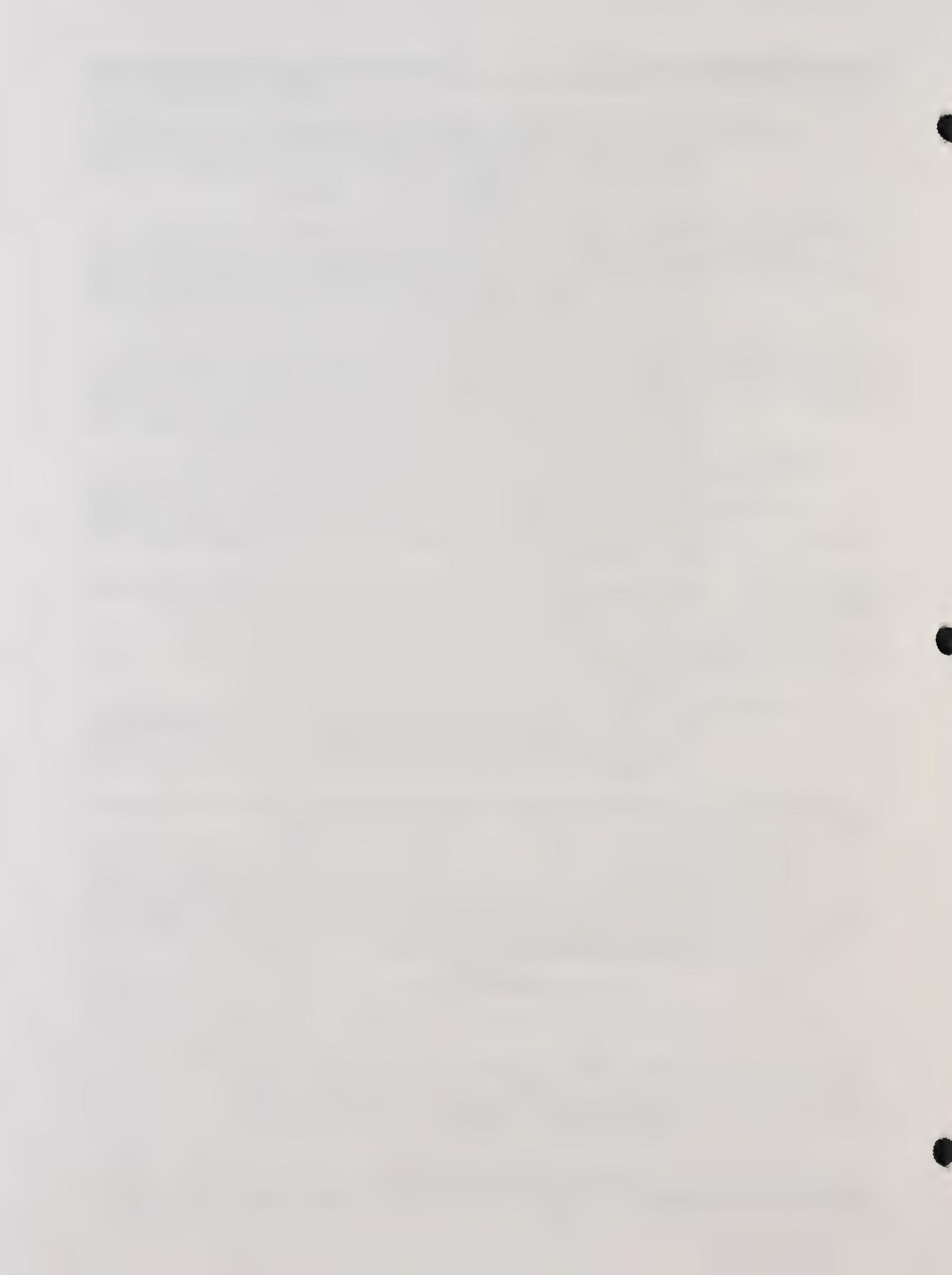
*Policy CD-17.1: Site commercial and industrial parking lots to be designed subservient to the structure it serves.*

*Implementation Measure CD-17.1(a): When feasible, locate parking facilities to the rear of main structures. [Timeframe for completion: Ongoing planning period ◆ Measure applies to: City and County ◆ Agency/Department responsible: City Planning Department and County Department of Planning and Building]*

*Policy CD-17.2: Include parking lot design and landscaping standards within the land development code.*

*Implementation Measure -17.2(a): Include within the land use development code a design requirement that parking lots include landscaping to increase attractiveness and to provide shade. [Timeframe for completion: Ongoing planning period ◆ Measure applies to: City and County ◆ Agency/Department responsible: City Planning Department and County Department of Planning and Building]*









### 3 ECONOMIC DEVELOPMENT

**T**he Economic Development Element is an optional General Plan element. Its purpose is to bring the vision of improving the area's job climate and market opportunities to a policy level with the City Council. The Economic Development Element incorporates the directives from the City's adopted *Economic Development Strategy* within its goals, policies, and implementation measures.

#### **3.01 The Community Vision: Available opportunities and community direction**

##### **3.01.01 Summary of major findings**

In 1991, the City of Ukiah authorized a study to be prepared by Delphi Consulting to learn the attitudes and opinions of City voters related to the long-term growth and development of the area. "Bring more jobs to Ukiah" was the prevalent response to the question asking what should be done to improve the quality of life. Other questions showed a split between those supporting growth-oriented concepts and those voters desiring to limit or control growth rates in the Valley. The survey results suggest that the people of Ukiah want more or better jobs, but they want a small town.

The economy of Ukiah is completely integrated with the unincorporated areas of the valley, and the goals and policies envisioned for Ukiah have application to the rest of Mendocino County and to a lesser extent much of Northern California. Many of the policies can not be effective without implementation by the county as well. Therefore, in creating an ongoing process of economic development, the creation of a close working relationship between the city and county, and ultimately the cooperation and collaboration between resource based counties, is essential. This will also be important in soliciting needed outside funding resources and in creating regional cooperatives that reflect the regional nature of our resource base. Furthermore, cost savings can be achieved by coordinated efforts with the county and region.

Quality of life is a vital factor in attracting new businesses and sustaining existing local businesses. In addition, research indicates that companies throughout the country and specifically within California, are choosing to relocate to smaller rural communities that emphasize quality of life as reflected by lower crime rates, improved education, rural environment, decrease in traffic and community involvement by the residents.

For many years, the timber industry had been the largest employer. Recently its role has been reduced as fewer and fewer jobs are available. Government employment has remained steady and private sector jobs have declined slightly. Increased fruit and vineyard/winery operations have resulted in a small increase in agricultural jobs. The greatest increase in employment came from the retail and service sector.

In developing a specific marketing strategy to attract new business from outside the area it is important to focus the limited available resources. To provide such focus a proactive marketing approach should be directed towards companies that build upon the existing businesses and services in Ukiah and that are consistent with a resource based economy and the community values, as defined in the Vision Statement.

For these same reasons retirees are attracted to quality communities. The largest segment of income in the valley is from retirement income — more than manufacturing or agriculture. Retirees bring wealth both in pension money and savings. They support service and retail jobs and provide the most stable

income. They are also a source of volunteer labor for many non-profit and social activities. We should continue to attract retirees who are affluent enough to add economic strength to the community.

Mendocino County's quality of life and ability to serve business results from a combination of factors: generally abundant water supplies, favorable climate, and available land for industry and agriculture. Capitalizing on these resources can be a positive attraction to improving the area economy rather than trying to compete for businesses needing resources the area must import.

The Vision Statement identifies an "ecologically-sustainable community" and "responsible use of resources" among the major goals for the future. To meet these goals the community must maintain a balance between the area's renewable resources and the population that can be supported by sustained use of these available resources.

In 1993, Mendocino College, the City, County, private groups, and other public agencies hosted a County-wide Economic Summit. This convocation not only highlighted the need for protecting the environment and enhancing the quality of life, but specifically provided direction to moving toward a sustainable resource-based economy. In concert with the overall intentions of the community driven General Plan process, economic development needs to be focused on the key values of the community as defined in the Vision Statement. From this perspective the enhancement of a "small town" identity becomes a central strategic element of this Plan.

The Summit also focussed on the need for higher income producing employment as well. Mendocino County and the City of Ukiah both lag behind the State in per capita income. Of greatest concern is that with the decline of traditional manufacturing jobs and increases in the retail sales field, the gap between the State's per capita income and the Valley's is widening each decade.

Building upon the existing resource-based economy (agriculture, forestry, fisheries, and natural environment) in a sustainable manner becomes the central guiding elements of the future economic development of the Valley. Eighty-five percent of business growth in rural Northern California communities is occurring from expansion of existing business. This success is derived from economic development strategies that look at niche marketing based on existing resources rather than expending resources on attracting business expansion from outside the area.<sup>5</sup>

Looking at long-term trends, the number of full-time jobs filled in Mendocino County has been going up coincident with proportionally smaller employment in the seasonal timber industry.

The support for this is four fold:

1. In surveying the resource based jobs throughout the county and looking at expanding these job opportunities through remanufacturing it is clear that such jobs will provide higher wage and improved benefits to the community. The average wage of manufacturing jobs is 2.2 times the average wage of retail trade jobs. In turn manufacturing jobs will provide for greater tax revenues and support city and county infrastructure. Remanufacturing accomplishes another goal, one of reducing the seasonal cycles of unemployment.
2. Logistically, building upon business sectors with existing resources and services is more economical and feasible than creating entirely new businesses.

3. Some of the area's existing renewable natural resources are unique and provide current and long-term business niche opportunities. These opportunities include products derived from fruit and related processing, winegrapes and viticulture, and a still-available timber industry.
4. A resource-based economy provides long-term viability when managed in a sustainable manner.

Looking deeper into the type of business development that is occurring in rural California, research indicates that of the 85% local development, more than 50% of this development occurs in business with less than twenty employees. Bearing this in mind, the economic development strategies of the future must identify mechanisms that will allow smaller resource based businesses to compete in a global marketplace. Job growth in the '90s and beyond will come primarily from those business that are overcoming their structural problems in meeting new market demands. The formation and support of cooperatives has proven to be an extremely successful strategy in the wood products industry in Oregon and Washington. Collectively, the small business community is a vital sector of the area's future economic development. It needs help in joining together to create strength in the marketplace. This can be effectively accomplished within a single structure which can communicate the needs of the local economy. This concept needs to be embraced as a successful strategy for communities such as ours and expanded into the other aspects of our resource economy.

With the desire of the Community to see more job development in the Valley, there is a need to coordinate training and retraining efforts of existing educational institutions and organizations to provide for these changing employment needs. This need can provide training in a system that coordinates industry need with available educational services and facilities. Providing training within the community can provide job opportunities to those calling the valley "home." The Ukiah Business Enterprise Center formed in 1993 provides a central clearing house that serves to connect existing and prospective businesses with people and educators who can help meet their labor needs. More than matching labor forces, the Business Center also provide assistance in preparing business plans, networking, as well as other ongoing support work.

Although the general concept for economic development is to create new employment opportunities through service and manufacturing employment, retail has its place in the community. In the downtown area, small retailers — provide a combination of values in revitalizing the City's core area. Specialty retailers — proprietorships and partnerships — help attract business to the downtown. As activity downtown increases, so will interest in renovation, all-day activities, and the general economic health and value of the area. The City has adopted a Downtown Master Plan to achieve these goals.

The City needs to provide support services to help meet the needs of existing local businesses. This is the simplest method of sustaining the local economy — encouraging expansion and the health of local businesses. The type of support that the City and County can provide includes assisting the Chamber of Commerce, Mendocino College, Ukiah Unified School Districts, and business groups to provide technical assistance and other resources to small businesses.

The visioning process preceding preparation of the General Plan shows the interest of the community is to reflect the social and ecological values of the area in future economic development. An objective of area economic development is to complement the available resources and labor market by aiming programs at businesses that are compatible with local values.

## 3.02 *The Community's needs: Continued economic growth*

### 3.02.01 Summary of major findings

In 1992, the City funded an economic study to provide recommendations and analysis of economic issues. The Study found that industrial and manufacturing employment had declined since 1980 in all fields except food processing.<sup>10</sup> The greatest amount of increased employment opportunities were found in the retail and service sectors. Government employment increased by about twenty percent in the 1980s — although increases in Federal and City employment have been partially offset by attrition and lay-offs by Mendocino County in the 1990s.

Traditionally, retail and service sector jobs pay employees lower wages with fewer benefits than manufacturing jobs. The City's economic study also cited the service sector's lower multiplier effect. This effect is the process by which activity in one industry catalyzes an activity in related industries, resulting in additional locally generated incomes. An example is the winery that purchases wooden gift boxes that are produced by a local woodshop which buys the wood from local timber companies. In this example, the process of selling a wine gift boxes generated income for two additional local businesses.

In order to counter the trend towards increased retail employment, the Economic Study recommended that recruitment and attraction efforts focus on businesses paying higher than retail wages and offering year-round employment opportunities. The visioning process identified that these types of businesses were strongly desired by the community at-large. The challenge is to attract businesses that can function in the Valley's environment. Attracting new manufacturing may be difficult for industries that must ship large or heavy products. Although Ukiah is located on US 101 and has a good truck link to the Sacramento Valley, its distance from the Bay Area may make supplying a manufacturer difficult or at least more expensive. However, certain types of industries — timber-related, food and food processing, mail order, and manufacturers of express shipper sized products — could find the Valley an attractive setting that does not result in excessive shipping or production costs.

While timber-related employment has been declining, other manufacturing-related employment has shown steady increases. The increases, however, have not been adequate to offset the timber industry job losses. In agriculture, the number of new jobs has increased nearly twenty percent since 1985. The largest acreage of agricultural crops are wine grapes and pears. Apple orchard acreage ranks a distant third.

Retail employment has increased by nearly sixteen percent since 1985. As Ukiah becomes a regional shopping center for the North Coast, retail employment is expected to continue to grow, eventually producing the largest number of new jobs. The addition of WalMart and other proposed major retail expansion will add hundreds of new retail trade positions. Increased retail sales increase local sales tax dollars — which is fast-becoming the largest source of unencumbered local government revenue — but retail sales may not be contributing to the local private economy.

The Ukiah Valley needs to achieve a sustainable economic balance. There must be a balance between the dollars generated by creating products within the region which are sold elsewhere and the dollars spent on products produced elsewhere and sold in the Valley. In industry, this concept is called "vertical integration." Some larger industries use this approach to control the complete development of a product from raw materials through distribution to resellers. For the Ukiah Valley, the concept would be to attempt to bring related industries to the area that would complement each other as suppliers and buyers of related products so that from raw materials to product, as much production, manufacturing, or assembly is complete in the region.

Ukiah serves the transient visitor with its tourism industry. The Valley has not been successfully promoted or marketed as a visitor destination. For this reason, although there was nearly \$2.4 million spent in Ukiah motels (incorporated area only) in 1990, there are no full service hotels, no motels with conference facilities, and few of the properties provide any resort or destination facilities to serve as a central attraction for visitors. Most accommodations are designed for the overnight guest needing a place to sleep or eat before moving on to their final destination. The tourism market has not effectively exploited the concept of "stay and play an extra day" in the Ukiah Valley.

### **3.03 Opportunities for the future: Economic Development Strategy**

#### **3.03.01 Summary of major findings**

In 1993, the City Council and Redevelopment Agency adopted an Overall Economic Development Strategy for the purpose of "...concentrating and coordinating efforts, [City] opportunities, and resources." The strategy is intended to be a framework and strategy to guide three principal economic development activities. When successfully implemented, these activities — business recruitment, business retention and expansion, and job training — will enhance the economic climate and quality of life in the Valley. The full economic development strategy is reproduced in Appendix VIII.5.

The Strategy centers on an overall goal to "[attract] or assist in the expansion of a minimum of three manufacturing based businesses per year over the next five years which results, cumulatively, in the creation of at least 250 new jobs to the Ukiah Valley." The program adopted by the City Council and the Redevelopment Agency includes program goals in three categories: (1) Recruitment and development of new business; (2) Business retention and expansion; and (3) Job training.

The recruitment and development of new businesses requires that the City focus its energy on attracting manufacturing businesses that are resource-compatible with the Valley. This would follow the visioning concept of attracting businesses that will take existing area resources — such as timber and agriculture products — and add "value" to make a marketable product. The concept of added value is to take a raw material and add or change it through processing or manufacture into a product which is then shipped to a market. Many times, value added businesses can be started with smaller staffs and financial commitments. This approach makes it easier for the City to provide support and for new businesses.

In addition, the Strategy seeks to attract the headquarters and corporate offices of target companies. When a business brings its entire operation to the Ukiah Valley, it is more likely to make a stronger commitment to the community in terms of environmental preservation and the development of public facilities. This type of recruitment will add a high-end executive level employment base. As Mendocino's county seat, the City of Ukiah offers an available variety of professional and legal services. The Ukiah Valley also offers an exceptional quality of life. Additionally, compared to many areas in California, the Ukiah Valley's housing stock offers more home for similar dollars.

Retaining and expanding existing businesses is the best means of improving the economic climate. An existing business already located within the Valley has a commitment to the community and its employees. Expansion from a proven base is much easier to finance and less expensive to implement than a complete relocation. The Strategy includes goals to assist businesses in achieving success and creating an effective business climate.

Job training improves the value of one of the area's important resources — its people. As the timber industry continues to reduce its need for new employees, the focus must be on training people to provide labor for new and expanded local businesses. There are several job training facilitation agencies in the Valley. There are federal assistance programs. The school system needs to be integrated into the process as well. The Strategy calls for coordinated efforts which will educate, apprentice, and train members of the community for skills sought by local businesses.

One avenue could be to create a youth-oriented job training or apprenticeship program. Such a program could teach needed skills that would provide employment opportunities for local youth. The components of the program could include:

- Initiate awareness and outreach programs with the designated job training coordinator and the educational community to orient youth to available job training programs;
- City, through the Ukiah Business Enterprise Center, would take the lead in establishing youth apprenticeships/mentoring programs within local government and small business;
- Encourage youth participation in economic development policy setting forums in our community;
- Under the auspices of the Ukiah Business Enterprise Center, develop plans for youth oriented businesses run by peers.

### **3.03.02 General Plan goals, policies, and implementing programs**

#### **G**oal ED-1: **Support a strong local economy.**

*Policy ED-1.1:* Take steps to reinforce the Valley's economy.

*Implementation Measure ED-1.1(a):* Maintain and keep current the Economic Development Strategy designed to meet the Valley's vision and needs.

*Implementation Measure ED-1.1(b):* Continue to carry out the Redevelopment Plan for the City.

*Implementation Measure ED-1.1(c):* Continue to carry out the Downtown Master Plan for the City.

*Implementation Measure ED-1.1(d):* Continue to carry out the Economic Development Strategy as adopted by the City.

*Implementation Measure ED-1.1(e):* Provide a City-County coordinated effort to encourage expansion of agricultural opportunities to diversify the Valley's economic base.



## 4 LAND USE

**T**HE LAND USE ELEMENT is one of the seven mandatory elements California law requires to be part of a General Plan. The purpose of the Land Use Element is to identify the locations and types of land uses that are to be designated throughout the City and Planning Area. Land use classifications are intended to show the future use of lands during the life of the Plan.

The Land Use Element provides broad classifications for how land can be used. These classifications are the foundations upon which the land development code — zoning and subdivision regulations — are developed. These implementing regulations determine the precise land uses that are permitted or conditionally permitted on a piece of property. The General Plan is not intended to be as precise in identifying specific land uses.

Traditionally, land use designations were first applied by creating a General Plan Land Use Map and then defining why one parcel is “commercial” while another down the same street might be “residential.” In contrast, the Ukiah General Plan and Growth Management Program builds a series of layers that identify important resource and infrastructure issues that have an effect on the *density* and *intensity* of land use.

All policies developed within the General Plan come to fruition with the assignment of land use classifications. A culmination of all General Plan policy programs, the Land Use Element defines what kinds of uses can occur and where they can occur. Decisions on land use designations are based on the goals of the entire general plan.

The Land Use Element is organized with an introduction describing the role of the Element. This is followed by policy programs related to “legally existing non-conforming land uses.” The future growth of the City limits is next, defining policies related to annexation and land use in the Sphere of Influence. Land use classifications, descriptions of the purposes, typical uses within each classification, and siting policies comprise the balance of the Element.

### 4.01 Introduction

**L**and use designations broadly define the potential uses of a site. For instance, a site designated within the General Plan for residential use may be developed with a residential use; it may not, however, be developed with a commercial or industrial use. Each of these types of uses carries a different economic value to the property owner. In some cases the use allowed under the General Plan land use designation may be the highest and best use in terms of economic benefit to the property owner but, then again, it may not be. Economic benefit to the property owner is not a criterion for determining the appropriate land use designation. Rather, decision making bodies review the goals, policies and implementation measures contained within the entire General Plan and make land use designations which facilitate the accomplishment of the Plan’s goals and implementation of the Plan’s policies and implementation measures.

The designation of a piece of land for a particular use does not mean that the use will be developed. Many other factors influence the actual development of a site including the desires of the property owner, the presence or absence of infrastructure improvements (roads, water, sewer, etc.) and the marketplace.

If the market does not economically justify developing a parcel into a particular land use, it will remain undeveloped or under-developed until market conditions change.

In some situations, a land use may be proposed that the public is willing to “subsidize” because of the overall or long-term benefit delivered to the community. The re-allocation of incremental taxes<sup>1</sup> in the Redevelopment Area is an example of the public benefit subsidy of market forces. Other public subsidies to encourage new development or redevelopment in the area include fee waivers, fast-track permit processing, or special tax abatements. In limited situations, the City or County can provide financial support through the sale of bonds or interest reductions.

The *physical features* of the Ukiah Valley make it an attractive place to live. These features also provide development constraints<sup>2</sup> such as the flood plains, steep hillsides, prime agricultural lands, and unstable geologic conditions. These development constraints limit the likelihood of Ukiah turning into a sprawling hill-to-hill, developed, urban area.

*Infrastructure* is commonly viewed as roads, water supply, and sewage disposal. It also involves all facets of connecting people to commerce. This includes telecommunications, electric power, police protection, fire protection, local staff personnel, public buildings, parks, and the ability of the City, County, and special districts to maintain or improve those services.

Land cannot be relocated nor can it be renewed. Designation of its use will have a long-lasting effect on the particular parcel being evaluated and on other lands in the surrounding area. Although a parcel of land may have a number of potential uses — some desired by the property owner, some desired by the public, and others directed by Plan policies — some of these uses may have to be limited to ensure that the parcel’s use reflects the goals and policies of the General Plan.

The impacts and or requirements of one land use may be in direct conflict with other land uses. For instance, industrial land uses often produce loud noises and require the presence of hazardous materials. Were a residential land use to be located directly adjacent to an industrial use conflicts might exist between the two: the risks associated with the use of hazardous materials may be intolerable given the presence of young children and old people (sensitive populations) nearby, the noise produced by industrial uses may be intolerable given the residential nature of the adjacent land use. When two land uses adjoin that have mutually exclusive requirements, they are considered to be “incompatible.” Sometimes incompatible land uses are separated with a “buffer.”<sup>3</sup> A buffer may take the form of a physical feature—such as the Russian River, US 101, the railroad, streams, or canyons. It may also be other land uses—such as landscaping, greenbelts, or even the nonaccess side of recreational areas.

The Land Use Element is organized to identify the broad land use classifications and also the criteria that are used to classify a parcel of land within the classification. The term “land use classification” and “land use designation” both have the same meaning and refer to the written criteria and location on the General Plan Land Use Map. The terms “district” or “zone” refer to how a parcel is categorized in the land development code and on the zoning map. Although all zoning districts must be consistent with the General Plan classification (residential zones can only be located within residential districts), there may be

<sup>1</sup>Incremental taxes are the revenues collected by the Redevelopment Agency to reinvest in its Redevelopment Area.

<sup>2</sup>A *constraint* is a physical characteristic of a site that limits potential development by increasing the potential cost beyond that of a feasible return or makes site development an unsafe public hazard.

<sup>3</sup>A *buffer* is a physical separation between developed portions of two adjoining parcels. The buffer may be a natural feature, such as the Russian River, or it may be an undeveloped strip of landscaping or native terrain that provides a physical separation.

more zones than General Plan classifications for land. The Land Use Element contains a “Land Use Population Density and Building Intensity” chart to provide a further explanation.

## 4.02 Legally Existing Non-Conforming Land Uses

### 4.02.01 Summary of major findings

**W**hen a General Plan is re-written, land use classifications may change for all parcels in a neighborhood to reflect the future development pattern desired for that area. When this occurs, there are sometimes land uses which were legally approved and permitted prior to the adoption of the re-written General Plan that no longer conform to the land use classification's requirements. These land uses, which are colloquially called *grandfathered* land uses, are actually *legally existing non-conforming land uses*. This term means that the use was legally in place prior to the adoption of the Plan but it no longer conforms to the permitted uses allowed by the revised General Plan.

Similarly, there are structures that have been in the same location for many years —such a long time that the structure may even pre-date zoning or planning requirements. These structures may have been used over the years for a variety of uses that are suited to the structure but have never “conformed” to zoning codes. This type of structure is called a *legally existing non-conforming structure*. It is entitled to similar policy protections as legally existing non-conforming land uses — provided that continuous use is maintained. It is the objective of the Land Use Element to ensure that all legally existing uses of land shall continue to be allowed regardless of the new land use classification implemented by this Plan.

References to “codes” in this section refer to land use and zoning codes; the Uniform Building Code (UBC) is not covered under this reference. This section of the General Plan does not have any policy program that relates to whether a structure was built to the applicable standards of the UBC.

California law allows standards to be applied that protect the established property rights and ensure that a use or structure can be reestablished if it is unintentionally destroyed in a fire or other disaster. In the event of a disaster resulting in damage or destruction of a land use, the property owner may be entitled to rebuild the legally existing non-conforming use or structure to the same density or intensity that existed prior to the damage, without being required to obtain a conditional use permit, provided that the rebuilding begins within a twenty-four month period of time following the event. The structure itself, however, would be required to comply with current building code standards and current site development regulations.

Within the incorporated City limits, no further development or expansion of a non-conforming land use is permitted, a long-standing City zoning code standard. The goal of this policy is to ensure that legally existing non-conforming land uses do not develop into problem land uses due to expansion or enlargement. The County, because of its historical development patterns, has conditionally permitted the expansion of legally existing non-conforming land uses. In order to expand, a conditional use permit must be approved by the Planning Commission. In reviewing a conditional use permit for enlargement of a

legal non-conforming land use, the Planning Commission considers the type of expansion and its effects on the surrounding area. The County also considers what type of conforming development has occurred surrounding the non-conforming land use. The expansion may warrant a need to upgrade buildings to meet the County's current building code and site development standards (such as parking, landscaping, or other site development standards). The County has long maintained a policy that "similar" or "less intensive" uses may replace legally existing non-conforming land uses.

***Explanation VI.4-XXI: Summary of policies for legally existing, non-conforming land uses***

1. A legally existing non-conforming land use shall be permitted to continue under the provisions of any legally-issued building or zoning permit.
2. The use may be continued or re-established provided that it is not abandoned for a period of more than twenty-four consecutive calendar months.
3. The County shall have the flexibility to determine whether a proposed replacement of a non-conforming use is "similar to" or "less intense" than the original legally-existing non-conforming land use. If such a finding is supported, the County may approve a change of non-conforming land use.
4. Within the City and unincorporated County, a legally existing land use may be expanded upon the discretionary consideration of a conditional use permit.
5. In the event of a partial or complete destruction, the use may be re-established without a use permit to the same or lesser density or intensity as existed prior to the destruction, but must meet current building standards and site development regulations.

Structures and uses which do not conform to land use regulations and cannot demonstrate their legal existence — having been built (structure) or begun (use) without City or County permits — shall not be afforded the same rights and protections of legally existing non-conforming structures and uses. California law has long established that a use, structure, or parcel of land that was created in violation of ordinances or regulations cannot be "grandfathered."

The City and County development codes may establish an "amnesty" date before which all existing structures and uses are considered to be legally established. Record keeping for older projects in both the City and the County is far from comprehensive. This makes it difficult to determine when some older land uses were initiated or structures built. Uses and structures that are determined to have commenced or been built before the amnesty date will be presumed to be legally existing land uses or structures.

#### **4.02.02 General Plan goals, policies, and implementing programs**

## **G**oal LU-1: Protect legally-existing, non-conforming land uses.

**Policy LU-1.1:** Continued use of legally existing non-conforming land uses is allowed in conformance with approved permits.

*Implementation Measure LU-1.1(a): Legally-existing non-conforming land uses may continue operations under original permits following adoption of regulations that make the use non-conforming.<sup>4</sup> [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: City Community Development, County Department of Planning and Building]*

*Implementation Measure LU-1.1(b): As long as the use is continuous, legally-existing non-conforming land uses shall be permitted to continue operations without conforming to new General Plan or other codes enacted after the establishment of the use. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: City Community Development, County Department of Planning and Building]*

*Implementation Measure LU-1.1(c): In the event of a complete or partial destruction of a legally existing non-conforming land use, allow reconstruction to the same or lesser density or intensity in conformance with the current General Plan and building codes.<sup>5</sup> [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: City Community Development, County Department of Planning and Building]*

*Implementation Measure LU-1.1(d): The City or County may conditionally approve an expansion of a legally existing non-conforming land use through the Conditional Use Permit process. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: County ♦ Agency/Department responsible: County Department of Planning and Building]*

*Policy LU-1.2: Allow reestablishment of legally existing non-conforming land uses that have been abandoned for twenty-four months or less.*

*Implementation Measure LU-1.2(a): The City or County shall have the authority to make findings that a legally existing non-conforming land use may be replaced by a subsequent non-conforming land use if the subsequent use is “similar to” or “less intense” than the use it is replacing. Such a change in land use shall occur within twenty-four months of the abandonment of the original legally-existing non-conforming land use. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: County ♦ Agency/Department responsible: County Department of Planning and Building]*

**G**oal LU-2: **Illegally established non-conforming uses and structures cannot become “legally existing.”**

*Policy LU-2.1: Enforce current land use and zoning codes and site development standards when uses or structures have never been legally established.*

*Implementation Measure LU-2.1(a): Uses or structures which were never established in conformance with applicable land use or zoning codes, land use or zoning plans, or land use or zoning regulations shall be required to seek appropriate permitting under provisions in effect at the time of discovery of the illegal use or structure. Failure*

<sup>4</sup>In the event that the use or structure was legally established prior to permitting requirements, the standard applied to the use or structure shall be to ensure conformance with basic public health and safety requirements.

<sup>5</sup>If there are specific circumstances unique to the project site that would preclude reconstruction of the use if strict conformance to the site development standards or current zoning standards were applied, a variance may be considered through the normal variance review process. This footnote is a part of Implementation Measure LU-1a(3) for purposes of clarification.

to be able to conform to current regulations shall not be a basis for approval of a variance as a remedy for the use's or structure's inability to conform to current land use or zoning codes. Abatement of an illegal use or structure pursuant to the City or County zoning codes shall be a permitted remedy. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: City and County Planning]

**Policy LU-2.2:** Consider special circumstances when determining if a use or structure is not legally existing.

*Implementation Measure LU-2.2(a):* City and County zoning codes sections addressing non-conforming uses or structures may, at the option of the agency, include a threshold date — based on agency building or planning records — to be used to define that a structure built or use established prior to the date is presumed to be valid. The property owner of a use or structure believed to be illegally existing shall provide tangible proof that the use or structure predates the cut-off date in order for the City or County to make the appropriate finding that the use is valid. [Timeframe for completion: Short-term<sup>6</sup>planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: Planning Departments]

## 4.03 Land use policies

### 4.03.01 Summary of major findings

When it comes to land use policies, there are two significant competing sets of interest. One is the objectives of a property owner to maximize the financial value or equity of property. The other is local government's the overall vision of the Community, and maintaining an inventory to meet the long-range needs of its citizens. Sometimes the objectives of property owners and local government coincide. Sometimes the two interests diverge. The Land Use Element — and its policies displayed graphically on the Land Use Map — represents the balance between interests as defined by the City and the County for the area of the General Plan.

Combining the policies from all of the elements provides a comprehensive foundation for assigning land use classifications. Some of the issues considered with land use include (1) *constraints* such as slopes, floodplain, and noise contours; (2) *resources* — agricultural lands, the Russian River corridor, riparian corridors, and grazing lands; and (3) *infrastructure* — transportation corridors, alternatives to the car, levels of service, sewer, water, fire protection, and other governmental services.

Individual land use categories — residential, commercial, industrial, and resource — have siting criteria and characteristics that are used to fine tune the allocation of land uses in the General Plan.

#### 4.03.01(A) Agricultural lands.

Agricultural lands and urban areas need to be separated by a stable limit to urban expansion. This concept is to prevent the “domino” effect in which one agricultural parcel converts to an urban use followed by the next and the next and so on. Maintaining agricultural lands is an important land use policy within the General Plan. The Policy is built from the “right to farm” provisions in the Open Space and

<sup>6</sup>Although this is assigned to the short-term planning period, the City or County may implement it at any point in time that the agency updates its zoning code or finds it appropriate to add an amendment for this measure.

Conservation Element which protects active agricultural lands in the Valley. Agriculturally-viable soil is a fixed resource — it cannot be replaced.

#### **4.03.01(B) Residential uses.**

While the Housing Element focuses solely on the City's needs to ensure lands for 775 new residential units over the next five years, the County also has residential land requirements for the Ukiah Valley. The Mendocino Council of Governments — which is responsible for assigning the "fair share" housing needs — identifies that the unincorporated County in the *Ukiah Valley Area* has a five year housing need of 1,431 units.<sup>7</sup> Residential land allocations must ensure that (1) there is adequate land area within the County to meet this need over the next five years; and (2) that County residentially-designated lands annexed into the City result in a transfer of the regional housing fair share from the County to the City.

Because the Sphere of Influence proposes to be the ultimate City boundaries, the land uses in the Sphere should be at population densities and building intensities compatible with those permitted in the City. New residential land use patterns need to be located in areas where the new populations can be served by local government without placing undue fiscal strains on the new property owners, the City, the County, or various special districts. Urban-scale land uses — low, medium, and high density residential — generally need to be located west of U.S. Highway 101 where there are adequate public facilities and services.

West of the river there is a generally adequate system of roads, feasible means of providing transit, closer proximity to employment, and fewer conflicts with environmental constraints. The vision to maintain quality of life issues and resource protection is best achieved with urban development locating west of the highway.

#### **4.03.01(C) "Urban" areas within the Ukiah Valley: Calpella, the Forks, North State, and Talmage**

There are four distinct areas in the General Plan that define where new urban-scale land uses may be sited. These are (1) the City of Ukiah; (2) the Ukiah Sphere of Influence;<sup>8</sup> (3) the Rural Communities (Calpella, The Forks, Talmage) and the North State Complex; (4) Master Plan Areas.<sup>9</sup>

The City of Ukiah is the central city to the Ukiah Valley — and much of Mendocino and Lake counties — serving as a regional center of employment, shopping, and housing. As a full service City, Ukiah is able to provide services to urban development in a fiscally responsible manner.

The Ukiah Sphere of Influence represents an area that may be the ultimate City limits during the life of the General Plan (a twenty year period). Virtually all portions of the proposed Sphere are located within range of city services. With the potential for annexation, the Sphere of Influence is a likely area in which urban land uses may be sited.

Within the unincorporated Planning Area there are three Rural Communities — Calpella, Talmage, and The Forks. *Calpella* is a community developed around a lumber mill which is now closed. The

<sup>7</sup>Mendocino County Board of Supervisors, *Mendocino County General Plan Housing Element* (Ukiah: Mendocino County, April 26, 1993), Table 10.2-5, page I-61. The data in the Unincorporated Ukiah area includes lands outside of the General Plan Planning Area.

<sup>8</sup>The Sphere of Influence referred to in the General Plan is based on the Sphere of Influence proposed by the Plan and not the current adopted Sphere. The final boundaries of the Sphere are subject to adoption by the Mendocino County Local Agency Formation Commission.

<sup>9</sup>The *Lovers Lane Specific Plan Area*, which is an type of Master Plan Area is within the City's Sphere of Influence.

community has a mix of all densities and character of residential uses, commercial, and industrial land uses. Calpella is recognized as an area in which future community land uses may be sited. *The Forks* is a former train station at the forks of the Russian River branches. The area is a central commercial and industrial community that connects rural residential communities north and east of the Russian River branches with the main highway and the City of Ukiah. *Talmage* also has a mixture of residential densities, limited commercial uses, and agriculturally-related industries. It also has a private religious institution, the City of Ten Thousand Buddhists. Talmage has served as an agrarian center, and community belief is that this role should continue, and intense commercial or non-agriculturally related industrial uses should not be proposed in this area.

The *North State Complex* is not a Rural Community of residential, commercial, and industrial uses. Rather, it is a central point of business and commerce for portions of the unincorporated County. The area has long been developed with heavy industrial uses, such as the Masonite Mill and the Louisiana Pacific Mill. The intent of the North State Complex is to become an exclusive commercial and industrial area.

*Master Plan Areas* are a new classification in the Ukiah Valley. Master Plan Areas are intended to cover lands proposed for “specific plans,” “area plans,” or as “planned unit developments.”<sup>10</sup> A *Specific Plan* is called out in California law as an adopted plan that provides precise development standards and policies for an area of land. State law specifies what must be included in a Specific Plan. . Sometimes a private developer, the City, or County would prefer to have a less precise development proposal to be considered for adoption. The role of the Master Plan Area is to permit an area within the Ukiah Valley to be designated for more precise, site specific studies prior to approving subdivisions or other uses. This is to be called a “Master Plan Area.” A Master Plan area permits the following:

- Amending the General Plan to show an area of one or more ownerships as a location for which a separate planning document has been prepared.
- Preparing an area plan for the Master Plan Area that will identify land use and other development and environmental policies applicable to the defined area.
- Master Plans need not address all elements of the General Plan, but only those elements and policies applicable to the area. However, General Plan policies not addressed in the Master Plan still apply to the Master Plan area.
- Master Plans must be consistent with the General Plan.
- The Master Plan Area land use classification is to be applied to the parcels contained within a Master Plan or a Specific Plan at the time of adoption by the City or County. If the General Plan is undergoing an update or revision, and a Master Plan or Specific Plan is being prepared, the revised or updated General Plan may show the subject property as a Master Plan Area.

#### 4.03.02 General Plan goals, policies, and implementing programs

##### **G**oal LU-3: Protect agricultural lands from urban encroachment.

*Policy LU-3.1:* Retain agricultural lands as areas in which urban land uses shall be precluded.

<sup>10</sup>While the General Plan was being prepared, a Specific Plan proposal is pending for the Lovers Lane area north of the City.

*Implementation Measure LU-3.1(a): The Land Use Map shall depict locations for urban land uses such as the City of Ukiah, the City of Ukiah Sphere of Influence, the Rural Communities, and the North State Complex. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: Planning Commissions]*

*Implementation Measure LU-3.1(b): Densities for new parcels within the Agricultural land use classification on the Land Use map shall be limited to one dwelling per forty or more acres. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: City Department of Planning and County Department of Planning and Building]*

*Implementation Measure LU-3.1(c): Densities for new parcels within the Rural Residential land use classification on the Land Use map shall be limited to one dwelling unit per one or more acres. At a minimum, the density shall be based on the siting criteria identified in the Plan, Population Density and Building Intensity. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: City Department of Planning and County Department of Planning and Building]*

*Implementation Measure LU-3.1(d): Densities for new parcels within the Remote Residential land use classification on the Land Use map shall be limited to one dwelling unit per forty or more acres. At a minimum, and depending on the slope of the parcel, the density shall be based on the siting criteria identified in the Plan and on Table VI, VI.4, 4-44, 44, Population Density and Building Intensity. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: City Department of Planning and County Department of Planning and Building]*

*Implementation Measure LU-3.1(e): Densities for new parcels within the Range and Resource Land use classification shall be limited to one dwelling unit per one hundred and sixty or more acres. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: City Department of Planning and County Department of Planning and Building]*

*Implementation Measure LU-3.1(f): No commercial or industrial land uses shall be permitted outside of the urban areas (the City of Ukiah, the City of Ukiah's Sphere of Influence, the Rural Communities, and the North State Street Complex) of the General Plan, unless defined as agriculturally related. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: Planning Commissions]*

*Implementation Measure LU-3.1(g): No land uses shall be approved for which a finding can be substantiated that the new use will have an unmitigated adverse impact on existing agricultural land uses and businesses. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: Planning Commissions]*

## **G**oal LU-4: Balance the housing needs of the City and County.

*Policy LU-4.1: The City shall respect the County's need to provide an adequate inventory of land to accommodate its fair share of housing for the unincorporated Planning Area.*

*Implementation Measure LU-4.1(a):* As a condition of annexation of residential lands from the County, the City's Housing Element shall be amended to increase the City's housing fair share by the number of needed housing units the County is surrendering. The County's Housing Element shall be amended to reflect the reduction in housing "fair share." [Timeframe for completion: Ongoing Measure applies to: City ♦ planning period ♦ Agency/Department responsible: City Council]

*Implementation Measure LU-4.1(b):* In reviewing applications for development within the unincorporated County submitted to the City for comment, the City shall give consideration to the County's regional "fair share" housing needs. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City ♦ Agency/Department responsible: Planning Department]

## **G**oal LU-5: Generally urban residential land uses shall be located west of the Russian River.

*Policy LU-5.1:* Locate Low Density, Medium Density, and High Density Residential Land uses predominantly west of the Russian River and near urban areas.

*Implementation Measure LU-5.1(a):* The following table shall identify where urban residential land use densities may be located within the Ukiah Valley: [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: Planning Departments]

**Table VI.4-42: Urban Residential Land Use Siting**

Classification	Units/Acre	City of Ukiah	Sphere of Influence	Rural Community	Remainder of Planning Area
Rural Residential	1 du/acre or less	✓	✓	✓	✓
Low Density	1-6 du/acre	✓	✓	✓	✓
Medium Density	1-14 du/acre	✓	✓	✓	
High Density	1-28 du/acre	✓	✓	✓	

## **G**oal LU-6: Utilize Master Plan Areas to meet precise planning needs.

*Policy LU-6.1:* Allow the use of Master Plan Areas to provide for mixed use development, transit-oriented development, and other precise-planning needs for larger ownerships or groups of ownerships.

*Implementation Measure LU-6.1(a):* Master Plan Areas may be initiated through General Plan Amendments by property owners, the City, or the County as a means of meeting comprehensive planning needs or special and unique circumstances that are best served through a planning document that focuses on a particular area. [Timeframe

*for completion: Ongoing planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: Planning Departments]*

***Implementation Measure LU-6.1(b):** Master Plan Area policies shall be consistent with the General Plan, although Master Plan Area policies may be more specific and precise than the General Plan, or the policies may address more issues than identified in the General Plan. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: Planning Departments]*

***Implementation Measure LU-6.1(c):** Policies within the General Plan that are not specifically addressed in a Master Plan shall apply to the Master Plan Area. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: Planning Department]*

***Implementation Measure LU-6.1(d):** When a Master Plan is adopted, the General Plan land use map shall be amended to show the area of the Master Plan as the “[Name of Plan] Master Plan Area,” with the notation to “refer to the [Name of Plan] Master Plan.” Adopting the Master Plan shall be deemed the action that also amends the General Plan land use map. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: Planning Department]*

***Implementation Measure LU-6.1(e):** Specific Plans meeting the requirements of California law may be substituted for Master Plans when it is the preferable planning program. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: Planning Department]*

***Implementation Measure LU-6.1(f):** Master Plans shall be adopted utilizing the same process as a General Plan amendment. [Timeframe for completion: Ongoing planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: Planning Department]*

***Implementation Measure LU-6.1(g):** The area of the Lovers Lane Specific Plan shall be identified on the Land Use Map as the “Lovers Lane Master Plan Area.” Any other master plans or specific plans that are in progress shall be identified in the General Plan as the “[Name of Plan] Master Plan Area.” [Timeframe for completion: Short-term planning period ♦ Measure applies to: City and County ♦ Agency/Department responsible: City Planning Department, County Department of Planning and Building]*

## **4.04 Resource lands**

### **4.04.01 Agricultural Land Use (AG)**

#### **4.04.01(A) Summary of major findings**

**Purpose:** The Agricultural Lands classification applies to lands which are suited for and are used for production of crops, most lands under agricultural preserve contracts, land having present or future potential for agricultural production, and contiguous or intermixed smaller parcels on which non-compatible uses could jeopardize the agricultural use of agricultural lands. Lands within the AG classification are protected from encroachment of incompatible uses by the “Right to Farm” provisions of the Open Space and Conservation Element. Agriculture lands are intended to include both the growing, raising, and harvesting of agricultural produce, fruit, or livestock. In addition, based on performance standards established in the development code, uses related to the production or processing of agricultural products may be permitted or conditionally permitted.

**4.04.01(B) General Plan policies identifying standards and requirements for the implementing program for this zone**

**Examples of allowable uses:** Single family dwellings, orchards, row crops, irrigated pasture, grazing land, vineyards, Christmas tree farms, farm and ranch labor housing, agriculturally-related industries, wineries, food processing; mineral resource extraction.

**Siting issues for new parcels or new construction:**

*Location:* Parcels to be included in the AG land use classification may be located in the City of Ukiah, City of Ukiah Sphere of Influence, Rural Community areas, Master Plan Areas, and the remainder of the Unincorporated Planning Area.

*Access:* No requirements for farming, orchards, or ranching. Processing and production may have limitations based on the proposed use and traffic generation.

*Access to new structures:* New related uses, such as food processing or wineries, may be required to have paved access depending on the type of general traffic, public access, and other issues.

*Design review:* Exempt for individual single family dwellings, farms, ranches, and orchards. Wineries or processing facilities may be required to be reviewed.

*Maximum building intensity:* No limitation for farms, ranches, and orchards. Agricultural product processing facilities may have limits through the use permit process.

*Maximum residential density:* One dwelling unit per forty acres of land area.

*Second dwellings:* One second dwelling subject to an administrative permit within the unincorporated Planning Area. Labor housing may be permitted with an administrative use permit or conditional use permit review.

*Special development issues:* Fire safety standards per the requirements of the responsible fire protection agency shall be satisfied within both incorporated and unincorporated areas.

*Development alternative:* Density transfer and cluster development permitted.

**4.04.02 Range and Resource Lands (RL)****4.04.02(A) Summary of major findings**

**Purpose:** The Range and Resource Lands (RL) classification applies to lands which are suited for and are appropriately retained for the grazing of livestock, timber production, and mineral extraction and production. The classification includes other lands generally in range use, intermixed smaller parcels and other contiguous lands, the inclusion of which is necessary for the protection and efficient management of range lands. The Range and Resource Lands classification includes lands which have been identified and are classified as mineral resource lands, and lands utilized for commercial timber harvest and reforestation. Range and Resource Lands may also include lands which are appropriate for conservation as natural resources, such as steep hillsides.

**4.04.02(B)      General Plan policies identifying standards and requirements for the implementing program for this zone**

**Examples of allowable uses:** Single family dwellings, agricultural uses, forestry, cottage industries, farm and ranch labor housing, uses determined to be related to and compatible with ranching, conservation, processing, and development of natural resources, recreation, utility installations, mineral resource excavation, extraction, and processing.

**Siting issues for new parcels or new construction:**

*Location:* Parcels to be included in the RL land use classification may be located in the City of Ukiah Sphere of Influence, and the remainder of the Unincorporated Planning Area.

*Access:* No requirements for farming, orchards, or ranching. Processing and production may have limitations based on the proposed use and traffic generation.

*Access to new structures:* New related uses, such as food processing or wineries, may be required to have paved access depending on the type of general traffic, public access, and other issues.

*Design review:* Exempt for individual single family dwellings, farms, ranches, and orchards. Wineries or processing facilities may be required to be reviewed.

*Maximum building intensity:* No limitation for farms, ranches, and orchards. Agricultural product processing facilities may have limits through the use permit process.

*Maximum residential density:* One dwelling unit per one hundred and sixty acres of land area.

*Second dwellings:* One second dwelling subject to an administrative permit within the unincorporated Planning Area. Labor housing may be permitted with an administrative use permit or conditional use permit review.

*Special development issues:* Fire safety standards per the requirements of the responsible fire protection agency shall be satisfied within both incorporated and unincorporated areas.

*Development alternative:* Density transfer and cluster development permitted.

**4.04.03    Remote Residential (RMR)**

**4.04.03(A)      Summary of major findings**

**Purpose:** The Remote Residential (RMR) classification applies to lands that might also meet the “Rural Residential” criteria, except that the parcels are on steep slopes or at the top of ridgelines. Generally, RMR parcels do not have direct access to a publicly-maintained paved road.

**4.04.03(B)      General Plan policies identifying standards and requirements for the implementing program for this zone**

**Examples of allowable uses:** Single family residences, agricultural uses, cottage industries, public facilities, conservation and development of natural resources, and recreation, utility installations.

**Siting issues for new parcels or new construction:**

*Location:* Parcels to be included in the RMR land use classification may be located in the remainder of the Unincorporated Planning Area.

*Access:* Paved or gravel, public or private road.

*Maximum density:* One dwelling per forty to eighty or more acres.

*Second dwellings:* One second dwelling subject to an administrative permit within the unincorporated Planning Area.

*Special development standards:* With the exception of density and parcel size, the standards of the RR classification apply.

*Development alternative:* Density transfer and cluster development permitted.

## **4.05 Residential Land Use**

### **4.05.01 Density, Density transfer, and second units**

#### **4.05.01(A) Density and density transfer.**

The General Plan is prepared with each land use identified in terms of density. Density is the amount of land area needed for each dwelling unit. Although this is the reverse of how most people think of zoning — which establishes a *minimum size of a parcel* — density allows for more flexibility. By not establishing a minimum parcel size in the General Plan, the City and County Planning Commissions have more flexibility in developing zoning regulations, site development standards, and an ability to review a project based on site specific considerations.

The following is an example of this flexibility: Assume a subdivider has a ten acre parcel with a General Plan density which allows up to four units per acre. This translates into an ability to create 40 developable lots. Were a minimum parcel size established, in this case  $\frac{1}{4}$  -acre lots, the subdivider would have to create 40 one quarter (0.25) acre parcels. This would allow the subdivider very little flexibility in lot layout and design. If the 10-acre original parcel contained sensitive land areas, such as wetlands, riparian corridors, landslide areas, etc., there would be very little a developer could do to avoid impacting these areas. However, if the General Plan designates a density only, the subdivider can design the subdivision to keep sensitive lands undeveloped and place the forty development sites on smaller parcels. The City and County can make the determination if the project meets General Plan goals. This process is known as a “density transfer;” the density from one portion of the property was transferred to other portions of the same property<sup>11</sup>.

If the subdivision were to be approved with the forty units on eight acres with two acres remaining in open space, the City or County would zone the property into the appropriate base zoning district (Rural Residential (RR) or Single Family Residential (R1)) and combine it with a classification which restricts the property from being further subdivided. This General Plan classification is the *Existing Lot Size (X)* designation. The “X” nomenclature will be added to the City and County zoning codes as a “combining”

<sup>11</sup>Density Transfers can also refer to the ability to transfer the development of one parcel to a completely different parcel. This, however, is not the type of density transfer referred to in this section.

or “overlay” district. The “X” serves as a full disclosure to future buyers that the property cannot be further subdivided.

#### **4.05.01(B) Second units**

California law permits local governments to allow “second units” on property zoned for residential development. Sometimes called “granny flats,” “accessory dwellings,” and “cottage units,” second units basically increase the density of any residential parcel by one unit. This General Plan allows second units in the Agriculture, Resource, Rural Residential, and Low Density Residential land use classifications. They are not allowed in the Medium and High Density Residential classifications, nor in the Commercial, Industrial, Recreation, or Public classifications. With the exception of Industrial and Public, the other uses in this group allow multiple family residential land uses, which incorporates the ability to build more than one housing unit.

The City allows second units with a conditional use permit hearing. The County requires an administrative permit. No changes are proposed in the processes used by the two agencies.

#### **4.05.01(C) Density bonus and affordable housing incentives**

The General Plan, as well as California law, encourages construction of housing units that are affordable to all segments of the population. Generally, the focus on affordable housing is to establish the rent or typical mortgage are within the payment ability of a family earning 120 percent or less of the area’s median income.

To encourage private development of affordable housing, the City and the County provide opportunities for “density bonuses.” A density bonus allows a developer to construct up to twenty-five percent or more dwelling units than the General Plan density permits; by State law, the additional density still complies with General Plan consistency requirements. More than twenty-five percent densities may be allowed by local ordinance as a means of achieving Housing Element objectives to provide shelter to special need populations. When a proposed density bonus conforms with the policies of the Housing Element, it is automatically consistent with the Land Use Element, even if the land use densities are exceeded. For example, a parcel with a density of ten units would result in the actual construction of twelve units, if at least two were priced for qualifying families. The number of units targeted for qualifying families and the number of units in the “bonus” are established at the discretion of the City or County during the project review process.

Other incentives — ranging from infrastructure cost assistance, modification of development standards, to outright grants — may be available for private developers as a means of encouraging affordable housing. The Housing Element discusses some of the available programs and opportunities in more detail.

### **4.05.02 Rural Density (RR) Residential**

#### **4.05.02(A) Summary of major findings**

**Purpose:** The RR classification applies to single family residences, residential dwellings on large parcels, and estate residential lands. The RR classification is intended to encourage local small scale food production (farming) in portions of the Planning Area which are not well suited for large scale commercial agriculture as a result of current or potential land uses in the area, slope, soils characteristics, parcel size, or general location. Lands within the RR classification with a density of one unit per ten acres or less are

intended to remain as large parcels unless it is infeasible for surrounding lands to be used for agricultural purposes. One of the objectives for retaining a larger parcel size in the Planning Area, even though a specific parcel may not be suitable for agricultural use, is to ensure that nearby or adjoining agricultural lands are not impacted by residential uses. Through the use of policies related to site characteristics, the RR classification is intended to have multiple densities beginning at one dwelling unit per one acre of gross land area. In extreme cases, up to eighty or more acres may be required.

**4.05.02(B)      *General Plan policies identifying standards and requirements for the implementing program for this zone***

**Examples of allowable land uses:** Single family residences, small scale agriculture, businesses in the home or cottage industries, public facilities, conservation and development of natural resources. Although clustering of dwelling units is permitted, residential dwellings in the RR classification are to be detached single family homes.

**Siting issues for new parcels or new construction:**

**Location:** Parcels to be included in the RR land use classification may be located in the City of Ukiah, City of Ukiah Sphere of Influence, Rural Community areas, Master Plan Areas, and the remainder of the Unincorporated Planning Area, with the exception of the North State Complex.

**Access:** Within the City, new parcels shall be served by roads with a level of service of A, B, or C.

Within the unincorporated Planning Area, new parcels of less than five acres shall be served by roads with a level of service of A, B, C, or D. New parcels served by roads with levels of service of E, or F shall be five acres or larger.

**Access to new structures:** Inside City limits, driveways shall be paved; in unincorporated areas, driveways may be gravel or paved.

**Design review:**<sup>12</sup> Not required, except in hillside areas. Planned Unit Developments and Master Plan areas within the RR land use shall include design standards in the Plan.

**Maximum density:** One single family dwelling per one acre of gross land area<sup>13</sup>, except as follows:

A range of larger parcel sizes based on increasing average parcel slope shall be required on hillsides when the average parcel slope is equal to or greater than the percentage specified in the Hillside Development ordinance enacted to carry out the General Plan. For an interim basis, the percentage shall be 21% or greater;

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<sup>12</sup>Design review means the public or agency review of the aesthetics of development: building appearance and character, colors, landscaping, location of parking, siting of the structure on its building site, and other issues related to the appearance characteristics of the development.

<sup>13</sup>Within the unincorporated area of the County, parcels within the RR-1 or RR-2 classification may be 40,000 or 80,000 square feet of gross land area respectively.

Within the unincorporated Planning Area, parcel sizes may range from one (1) to eighty (80) or more acres. Within areas with severe slopes or other development constraints, new parcels may be precluded and densities established at one single family dwelling per existing parcel.

On roads with a gravel surface: One single family dwelling per five acres.

*Second dwellings:* Discretionary upon review and approval of a conditional use permit within the City; discretionary upon review of an administrative permit in the unincorporated Planning Area

*Special development issues:* Access roads or driveways in hillside areas shall be limited to a grade accessible to City or Fire District equipment and within the City, the access roads or driveways shall be paved.

Fire safety standards per the requirements of the responsible fire protection agency shall be satisfied within both incorporated and unincorporated areas.

Density transfer and cluster development permitted, although the City or County may require a one acre minimum parcel size even with clustering.

Geotechnical conditions on specific sites may require larger parcel sizes or constrained building envelopes.

When parcels are in areas that for environmental or other reasons cannot be further subdivided, the *Existing Lot Size (X)* classification is combined with the RR classification. A designation of RR-X means that the property cannot be further subdivided.

#### **4.05.03 Low Density (LDR) Residential**

##### **4.05.03(A)      *Summary of major findings***

**Purpose:** The Low Density Residential classification is intended to provide lands for detached or attached single family residences. This designation is the traditional suburban style or City neighborhood style development density. The LR classification is for lands within the City, the Sphere of Influence, Master Plan Areas, and within Rural Communities south of the Sphere of Influence, or large subdivisions or planned unit developments.

##### **4.05.03(B)      *General Plan policies identifying standards and requirements for the implementing program for this zone***

**Examples of allowable uses:** Single family dwellings, in the County the LR classification includes mobile home parks within the maximum permitted density, businesses in the home or cottage industries; public facilities; places of public assembly.

##### **Siting issues for new parcels or new construction:**

**Location:** Parcels to be included in the LR land use classification may be located in the City of Ukiah, City of Ukiah Sphere of Influence, Rural Community areas, Master Plan Areas, and fronting North State Street between The Forks and Calpella Rural Communities.

**Access:** New parcels may be located on roads classified as County Rural Collector, Major Collector, Minor Collector, Residential, or on North State Street between The Forks and Calpella Rural Communities, with a level of service of A, B, or C, and on roads with a Level of Service D in the unincorporated Planning Area.

**Access to new structures:** Paved surface required for densities higher than one dwelling unit per acre.

**Design review:** Not required. Planned Unit Developments and Master Plan areas within the LR land use shall include design standards in the Plan.

**Maximum density:**<sup>14</sup> One to six dwelling units per one acre of gross land area with public water and public sewer; one dwelling unit per 12,000 square feet of gross land area with public water or public sewer; one dwelling unit per one acre of gross land area with well and septic system. On roads with a Level of Service of C and D in the City only, E, or F, the maximum density is one unit per five acres of gross land area.

**Second dwellings:** Discretionary upon review and approval of a conditional use permit within the City; discretionary upon review of an administrative permit in the unincorporated Planning Area.

**Special development issues:** New dwelling units in the LR classification may be attached or detached single family units. When parcels are in areas that for environmental or other reasons cannot be further subdivided, the *Existing Lot Size (X)* classification is combined with the LR classification. A designation of LR-X means that the property cannot be further subdivided.

Fire safety standards per the requirements of the responsible fire protection agency shall be satisfied within both incorporated and unincorporated areas.

Density transfer and cluster development permitted.

#### **4.05.04 Medium Density (MDR) Residential**

##### **4.05.04(A) Summary of major findings**

**Purpose:** Medium Density Residential lands are intended to provide land area for a range of densities and a variety of housing types and ownerships, including townhomes, multiple family residential development, mobile home parks, and more urban-scale density development. Lands classified for MR densities shall be located within the incorporated City, Ukiah Sphere of Influence, Master Plan areas, or Rural Communities. MR lands are intended to be located in proximity to parks, schools, and public services.

<sup>14</sup>In the AG, RMR, RL, LR, and the Medium and High Density Residential classifications, density is used as the standard for number of units per acre rather than parcel size to allow flexibility in development design. The size of parcel is an issue reviewed as a part of the overall project design related to its specific site. The maximum density within the classification cannot be exceeded.

**4.05.04(B) General Plan policies identifying standards and requirements for the implementing program for this zone**

**Examples of allowable uses:** Single family dwellings, duplex or triplex units, apartments, townhomes, planned unit development, mobile homes parks, places of assembly, public facilities, businesses in the home that generate minimal onsite customer traffic. Three or more units on a single parcel are considered "multiple family residential," even if the units are detached.

**Siting issues for new parcels or new construction:**

*Location:* Parcels to be included in the MR land use classification may be located in the City of Ukiah, City of Ukiah Sphere of Influence, Rural Community areas, and Master Plan Areas.

*Access:* New parcels may be located on roads classified as Arterial, County Rural Collector, Major Collector, Minor Collector, or County Residential with a level of service of A, B, C, or D.

*Access to new structures:* Paved surface required.

*Design review:* Required; individual single family homes constructed on individual parcels and not as part of a planned unit development or Master Plan Area are exempt.

*Maximum density:* One to fourteen dwelling units per one acre of gross land area with public water and public sewer; one dwelling unit per 12,000 square feet of gross land area with public water or public sewer; one dwelling unit per one acre of gross land area with well and septic.

*Second dwellings:* Not applicable. Two single family dwellings or a duplex are permitted uses.

*Special development issues:* Landscaping and onsite open space or recreation areas are required for projects when design review is required.

On roads with a level of service of E or F, the maximum density is one dwelling unit per existing parcel.

Fire safety standards per the requirements of the responsible fire protection agency shall be satisfied within both incorporated and unincorporated areas.

Density transfer and cluster development permitted.

**4.05.05 High Density (HDR) Residential**

**4.05.05(A) Summary of major findings**

**Purpose:** High Density (HR) Residential lands are intended to be used to site apartment or townhome projects to meet the diverse needs of the population in terms of mixed types and affordability of housing. The HR classification is permitted within the incorporated City, the Sphere of Influence, and in the Rural Communities of Calpella and The Forks. The HR classification is also permitted as a part of a planned unit development or Master Plan Area. The HR classification is also intended to provide opportunities for limited neighborhood-directed commercial development that is designed to serve the needs of a residential area.

**4.05.05(B) General Plan policies identifying standards and requirements for the implementing program for this zone**

**Examples of allowable uses:** Single family dwellings, duplex or triplex units, apartments, townhomes, planned unit development, mobile homes parks, places of assembly, public facilities, businesses in the home that do not generate or require onsite customer traffic in order to succeed. Conditional uses may include neighborhood-directed commercial uses in high density residential neighborhoods — a convenience store, video rental, laundromat, hair stylist, or similar types of uses that are sized and intended to serve the needs of the immediate neighborhood area are appropriate uses. Three or more units on a single parcel are considered “multiple family residential,” even if the units are detached.

**Siting issues for new parcels or new construction:**

*Location:* Parcels to be included in the HR land use classification may be located in the City of Ukiah, City of Ukiah Sphere of Influence, Rural Community areas, Master Plan Areas.

*Access:* New parcels may be located on roads classified as Arterial, Major Collector, Minor Collector, or County Rural Collector with a level of service of A, B, C, or D.

*Access to new structures:* Paved access required.

*Design review:* Required; individual single family residences on an existing single family parcel, unless part of a planned development or other project where design review is required, are exempt.

*Maximum density:* One to twenty-eight dwelling units per one acre of gross land area with public sewer and public water; one dwelling unit per 12,000 square feet of gross land area with public water or public sewer; one dwelling unit per one acre with well and septic.

*Second dwellings:* Not applicable. Two single family dwellings or a duplex are permitted uses.

*Special development issues:* Landscaping and onsite open space or recreation areas are required if design review is required. On roads with a level of service of E or F, the maximum density is one dwelling unit per existing parcel. Fire safety standards per the requirements of the responsible fire protection agency shall be satisfied within both incorporated and unincorporated areas. Density transfer and cluster development permitted.

**4.06 Economic development land uses**

**4.06.01 Commercial ©**

**4.06.01(A) Summary of major findings**

**Purpose:** The Commercial © classification applies to lands appropriate for a variety of commercial uses. Lands classified Commercial shall be within the City of Ukiah, Ukiah Sphere of Influence, Master Plan Areas, or Rural Communities. Commercial lands shall be served by the publicly-maintained roads classified as Arterial, County Rural Collector, or Major Collector and in locations where future growth is anticipated. Commercial lands identify those areas of the General Plan where commerce and business may occur. Commercial uses may be managed and more precisely defined through the assignment

of individual zoning districts. This ensures land use compatibility reflecting site specific conditions and requirements.

**4.06.01(B) *General Plan policies identifying standards and requirements for the implementing program for this zone***

**Examples of allowable uses:** Primary uses include retail, service businesses, general commercial, shopping centers, shopping malls, public facilities, places of public assembly, parking lots, and residential uses.

**Siting issues for new parcels or new construction:**

*Location:* Parcels to be included in the C land use classification may be located in the City of Ukiah, City of Ukiah Sphere of Influence, Rural Community areas, North State Complex, and Master Plan Areas.

*Zoning discretion:* The City and County have the discretion to control the building intensity through the use of different zoning districts within the "C" classification. The City and County may specify zones that manage land uses on the basis of compatibility with adjoining land use or zoning. These controls may include limits to the types of uses — such as offices, "light" commercial, medical offices, or convenience services — that are less impactful on the neighboring land uses, particularly as the proposal relates to adjoining residential land uses.

*Access:* Commercial parcels may be located on County Rural Collectors, Arterial or Major Collector roads with a level of service of A, B, C, or D.

*Access to new structures:* Paved surface required.

*Design review:* Required; single family residential dwellings on existing parcels are exempt from design review, except that at the time of conversion to a non-single family residential use, the property is subject to design review prior to the issuance of any permits, including business licenses.

*Maximum building intensity:* With the exception of the Downtown Master Plan area when off-site parking is provided through a parking district, the maximum lot coverage shall be forty percent of the gross land area. Residential densities are up to twenty-eight dwelling units per acre provided that both public water and public sewer are available. On roads with a level of service of E or F, the maximum density is one dwelling unit per existing lot size.

*Public facilities:* Connection to public water supply and public sewage disposal (where available) are required for new commercial development. If public water or public sewer are not available, new commercial development shall comply with the requirements of the Division of Environmental Health.

*Second dwellings:* Not applicable.

*Special development issues:* Landscaping and onsite parking required when design review is required. Exterior lighting shall be shielded from glare onto off-site properties. Conformance to noise standards required. Fire safety standards per the requirements of the responsible fire protection agency shall be satisfied within both incorporated and unincorporated areas.

#### **4.06.02 Industrial (I)**

##### **4.06.02(A) *Summary of major findings***

**Purpose:** Industrial lands are intended to identify those areas of the General Plan where manufacturing and major employment uses may occur. The Industrial classification applies to lands suited for industrial uses where public facilities and services (transportation systems, utilities, fire protection, water, and sewage disposal) exist or can be efficiently provided. Industrial uses may be sited where there can be the least impact to proximate uses and where the potential for environmental disruption is minimal or can be adequately controlled. Industrial uses may be managed through individual zoning districts to ensure a level of land use compatibility that reflects site specific conditions and requirements. New Industrial lands are intended to be located in the City limits, the Sphere of Influence, Master Plan Areas, or within the Calpella or The Forks Rural Communities or the North State Complex. Industrial uses are not permitted in the Talmage Rural Community. The Pinoleville Rancheria is a mixture of lands owned by the Pomo Indians and some private parcels. The County has long allowed a unique mixture of industrial uses on small parcels as well as property owner residences. Within the Pinoleville Rancheria, single family residences are allowed on lands designated as "I." Otherwise no residential uses, other than a caretaker, are permitted within the I classification.

##### **4.06.02(B) *General Plan policies identifying standards and requirements for the implementing program for this zone***

**Examples of allowable uses:** Primary uses: Processing and manufacturing, public facilities, places of assembly, fabrication and assembly, business centers, business parks, office parks, mixed commercial, office, and industrial sites.

##### **Siting issues for new parcels or new construction:**

*Location:* Parcels to be included in the I land use classification may be located in the City of Ukiah, City of Ukiah Sphere of Influence, Rural Community areas except Talmage, North State Complex, and Master Plan Areas.

*Zoning discretion:* The City and County have the discretion to control the building intensity through the use of different zoning districts within the "C" classification. The City and County may specify zones that manage land uses on the basis of compatibility with adjoining land use or zoning. These controls may include limits to the types of uses — such as offices, "light" commercial, medical offices, or convenience services — that are less impactful on the neighboring land uses, particularly as the proposal relates to adjoining residential land uses.

*Access:* Industrial parcels may be located on County Rural Collectors, Arterial or newly constructed or improved Major Collector roads with a level of service of A, B, C, or D.

*Access to new structures:* Paved surface required.

*Design review:* Required.

*Maximum building intensity:* Maximum lot coverage shall be sixty percent of the gross land area.

*Public facilities:* Connection to public water supply and public sewage disposal are required for new development in the City. Industrial uses in the unincorporated area may be exempt from water or sewer connection if approved by the Division of Environmental Health.

*Second dwellings:* Not permitted.

*Special development issues:* Lands classified as I shall be located within the incorporated City, Ukiah Sphere of Influence, Master Plan Areas, the Rural Communities of Calpella or The Forks, or the North State Complex. Landscaping and onsite parking required. Exterior lighting shall be shielded to prevent glare on off-site properties. Other than a single mobile home for a caretaker, no residential uses are permitted in the I classification. In the Pinoleville Rancheria one single family unit is permitted and a second unit is permitted upon review and approval of an administrative permit. Conformance to noise standards required. Fire safety standards per the requirements of the responsible fire protection agency shall be satisfied within both incorporated and unincorporated areas.

#### **4.06.03 North State Complex**

##### **4.06.03(A) Summary of major findings**

**Purpose:** The North State Complex identifies a fixed area that serves the long-term commercial and industrial development needs outside of the City. The Complex is not a land use classification, but an area into which commercial and industrial ("C" and "I") land uses may be placed. This area has long been developed with heavy industrial uses, including Masonite Hardboard and Louisiana Pacific. There are also a variety of community facilities and services, places of employment, and limited retail shopping. Although there are some residences and mobile home parks within the area, residential uses are not compatible with the density and intensity of commercial and industrial development in the area. Except for caretakers at industrial sites, new residential uses shall not be permitted, administrative, or conditional land uses regardless of the zoning district applied to a parcel.

##### **4.06.03(B) General Plan policies identifying standards and requirements for the implementing program for this zone**

**Examples of allowable uses:** Primary uses: Industrial — Processing and manufacturing, public facilities, places of assembly, fabrication and assembly, business centers, business parks, office parks, mixed commercial, office, and industrial sites. Commercial — retail, service businesses, general commercial, shopping centers, shopping malls, public facilities, places of public assembly, parking lots, and residential uses.

**Siting issues for new parcels or new construction:**

*Location:* Along North State Street from US 101 to the south boundary of The Forks Rural Community Area.

*Access:* Industrial and commercial parcels may be located on County Rural Collectors, Arterial or newly constructed or improved Major Collector roads with a level of service of A, B, C, or D.

*Access to new structures:* Paved surface required.

*Design review:* Required.

*Maximum building intensity:* Per the "C" or "I" classification requirements.

*Public facilities:* Industrial uses in the unincorporated area may be exempt from water or sewer connection if approved by the Division of Environmental Health.

*Residential uses:* Not permitted in the "I" classification. A single caretaker's unit in a mobile home may be allowed with an administrative use permit from the County.

*Second dwellings:* Not permitted.

#### **4.06.04 Rural Community (RC)**

##### **4.06.04(A) Summary of major findings**

**Purpose:** The Rural Community (RC) classification applies to Calpella, The Forks, and Talmage. This classification is directed to the unincorporated communities within the Planning Area. Calpella, The Forks, and Talmage provide a variety of community facilities and services, places of employment, and limited retail shopping. The RC classification used in the General Plan allows flexible and diverse land uses within the communities in order to provide a centralized area that serves its businesses and residents. A Rural Community serves as compact urban-style development. Land uses may be assigned through specific zoning in conformance with Table IV-4. There are exceptions to the general siting provisions: In Talmage, industrial uses are not permitted in order to maintain its agrarian nature.

The Forks Rural Community is intended to be an area where higher density residential and commercial uses can be located. Rather than threaten the long-term economic viability of commercial and industrial uses in the North State Complex, The Forks RC is intended to focus on a mixture of residential, commercial, and industrial uses. One of the industrial uses in The Forks is the Parnum Construction materials yard. This long-established land use is the primary industry in The Forks. New residential development needs to be sited and site designed to protect the industrial uses in the area.

Talmage was built in response to the construction of a State Mental hospital in the area in 1892. The State hospital was a huge, self sustaining complex, including a dairy, garden, houses for workers, staff, and patients. All of the buildings which were built in the late 1800's related directly to the hospital. The hospital complex currently serves as the City of Ten Thousand Buddhas Center. The Rural Community classification is used to maintain the town's existing character encouraging in-fill of undeveloped lots. Commercial is intended to be limited to uses that serve the area or are needed as to support agribusiness in the Valley. Industrial uses are not otherwise allowed. The community is not a growth area in the

Valley. This means that the General Plan does not intend for new urban growth to expand from Ukiah across the river towards Talmage or to expand the General Plan-defined Rural Community boundaries.

**4.06.04(B) *General Plan policies identifying standards and requirements for the implementing program for this zone***

**Examples of allowable uses:**<sup>15</sup> Single family dwellings, duplex, triplex, multi-family, apartments, mobile home parks, commercial, home occupations, cottage industries, industrial, public facilities, public services, public assemblies, utility installations.

**Siting issues for new parcels or new construction:**

*Location:* As designated on the General Plan land use map as “Rural Community.” No Industrial uses are permitted in Talmage.

*Access:* New parcels may be located on any classification of road.

*Access to new structures:* Paved surface required.

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<sup>15</sup>With the exception that industrial uses are not permitted in the Talmage Rural Community.

Table VI.4-43: Land Use/Zoning Criteria in Rural Communities<sup>#</sup>

Public facilities and road classifications	IND	COML	Residential Density			
			HIGH	MED	LOW	PUB
<b>Roads and Highways: Functional Service Classifications</b>						
Major or minor arterial	●†	●	●	●	✗	●
Rural collector	■†	●	●	●	■	●
Residential (paved)	✗	✗	●	●	●	●
Residential (unpaved)	✗	✗	✗	■	■	●
<b>Public Facilities and Services: Sewage disposal and water supply</b>						
Public/community water and sewer	●†	●	●	●	●	●
Public/community water or septic	■	●	■	■	●	●
Individual well and septic	■	■	✗	■	●	●
● = Generally acceptable land use • ■ = Conditionally acceptable • ✗ = Not acceptable						
†Industrial uses are not permitted in the Talmage Rural Community						
#Within Rural Communities, selection of precise zoning districts is a discretionary action. This table identifies the minimum siting criteria necessary for a class of zone (industrial, commercial, multi-family, single family) to be considered. Other criteria — including wetlands, flood plain, availability of public facilities and services — may also affect the approval of a specific zone on a specific parcel.						

*Design review:* Required for all uses except single family homes on individual parcels.

*Maximum building intensity:* Maximum lot coverage for commercial uses shall be forty percent and industrial uses shall be thirty percent of the gross land area.

*Maximum density:* Within water and sewer districts - One to twenty-eight dwelling units per acre; Within water or sewer districts — one unit per twelve thousand square feet; Not in a water or sewer district — one dwelling per acre.

*Selection of land use classification for zoning purposes:* The following table shows the minimum siting criteria that are used in judging the appropriate zoning district for a parcel of land within a Rural Community. No industrial uses are permitted in Talmage.

*Public facilities:* Connection to public water supply and public sewage disposal are required when available; for new commercial development. Fire safety standards per the requirements of the responsible fire protection agency shall be satisfied within both incorporated and unincorporated areas.

*Second dwellings:* Permitted subject to discretionary approval and review of an administrative permit by the County on parcels within single family residential zoning districts only and within the County's RC zoning district.

*Special development issues:* Landscaping and onsite parking required except for individual single family homes on individual parcels that are not a part of a planned development or other subdivision requiring design review.

Exterior lighting shall be shielded to prevent glare on off-site properties. Other than a single mobile home for a caretaker, no residential uses are permitted in Industrial zones.

Conformance to noise standards required for commercial and industrial uses.

Fire safety standards per the requirements of the responsible fire protection agency shall be satisfied within both incorporated and unincorporated areas.

Density transfer and cluster development are permitted.

## **4.07 Recreation and public land uses**

### **4.07.01 Recreation land uses (REC)**

#### **4.07.01(A) Summary of major findings**

**Purpose:** The Recreation land use is intended to identify recreation facilities with generally unrestricted access. REC lands apply to public parks and recreation facilities, quasi-public recreation facilities within residential development, and private parks or recreation facilities such as campgrounds or private golf courses.

#### **4.07.01(B) General Plan policies identifying standards and requirements for the implementing program for this zone**

**Examples of allowable uses:** Campgrounds, parks, baseball fields, soccer fields, BMX tracks, RV parks, golf courses, country club facilities.

**Siting issues:** Parks may be located in either residential or commercial areas. Site size or proximity to noise sensitive land uses are based on the proposed use of the REC lands. New developments around an existing park (or planned within a proposed development) should provide convenient bicycle and pedestrian paths within the development that provide easy and convenient access to area parks.

**Location:** Parcels to be included in the REC land use classification may be located in the City of Ukiah, City of Ukiah Sphere of Influence, Rural Community areas, Master Plan Areas, and the remainder of the Unincorporated Planning Area.

**Second dwellings:** Permitted subject to an administrative or conditional use permit in the unincorporated Planning Area.

**Application requirements:** Independent facilities on REC land uses are to be subject to the conditional use permit process. Parks or common area facilities within a planned project are to be considered as a part of the overall project approval.

## 4.07.02 Public (P)

### 4.07.02(A) *Summary of major findings*

**Purpose:** Public land uses include identification of lands owned by public agencies — the City, County, School, and special districts, and quasi-public utilities such as Pacific Gas & Electric and Pacific Bell. Public land uses identify facilities that are unlikely during the life of the Plan to be considered surplus property because of the extent or nature of the existing facility. The P classification is the equivalent of the County's Public Lands and Public Services classification.

### 4.07.02(B) *General Plan policies identifying standards and requirements for the implementing program for this zone*

**Examples of allowable uses:** Public utility facilities, utility installations, school facilities, administrative and medical facilities, civic uses, cemeteries, conservation and natural resource conservation areas.

**Siting criteria:** Based on project-specific requirements.

**Location:** Parcels to be included in the P land use classification may be located in the City of Ukiah, City of Ukiah Sphere of Influence, Rural Community areas, Master Plan Areas, and the remainder of the Unincorporated Planning Area.

## 4.07.03 Open Space (OS)

### 4.07.03(A) *Summary of major findings*

**Purpose:** The Open Space classification is intended to be applied as a combining classification with one of the base land use classifications (Residential, Commercial, Industrial, or Resource and Agriculture) to lands not suited for development or to land most valuable in its undeveloped state. Factors limiting the development of land would include such constraints as unstable soils, high fire hazard, remote location, poor access, or susceptibility to flooding. Valuable natural areas could include rare and endangered species and habitat, wildlife corridors, riparian vegetation zones, or wild and scenic rivers. The OS classification is the equivalent of the County's Open Space classification.

### 4.07.03(B) *General Plan policies identifying standards and requirements for the implementing program for this zone*

**Examples of allowable uses:** Single family dwellings, agriculture, conservation and development of natural resources, mineral extraction, recreation, essential utility installations.

**Application requirements:** One single family dwelling per parcel where compatible with the purpose of the Open Space classification. A conditional use permit is required in the unincorporated Planning Area. All other uses except for agriculture require a conditional use permit.

Table VI.4-44: Population Density and Building Intensity

General Plan Land use classification	Equivalent zoning district (informational purposes only)		Maximum density Dwelling Units per acre (DU/A)	Building Intensity % Lot coverage (non-res)	Population Density Persons per acre (P/A) 2.5 pers/unit (information purposes only)	Special requirements or notes about the applicability of this land use classification
	City	County				
<b>RURAL RESIDENTIAL</b>						
Level of Service (LOS) A, B, C, D <sup>16</sup>	RR-1 <sup>17</sup>	RR <sup>18</sup>	1 Ac/DU <sup>19</sup>		2.5 P/A <sup>20</sup>	Public water and sewer or onsite septic <sup>21</sup>
LOS E, F	RR-X <sup>22</sup>	RR <sup>18, 23</sup>	1 DU/Lot <sup>24</sup>		2.5 P/Lot	Any system <sup>21</sup>
LOS A, B, C, or D	RR-5		5 Ac/DU		.5 P/A	Well and septic system
Hillside, slope <21%	RR-H2 <sup>18</sup>	RR <sup>18</sup>	2 Ac/DU <sup>25</sup>		1.25 P/A <sup>26</sup>	Special studies required

<sup>16</sup>Level of Service **D** applies to parcels in the unincorporated portions of the Planning Area.

<sup>17</sup>The “1” designation and any other number 999 or less shown with the zoning is used to identify that although the area will permit the *uses* and *development standards* of the identified zone, the *density* (number of units per acre) is determined requiring the number of acres shown (1, 5, 10, etc.) for each dwelling unit. The number “1” requires one acre per dwelling unit, “5” requires five acres per unit, and “10” would require ten acres per unit.

<sup>18</sup>The minimum parcel size or maximum density of a parcel within the **RR** zone may also be affected by hillside slope, severe slope, floodplain, or other constraints as defined in the General Plan. Densities may range from one to eighty acres. Hillside parcels will be much larger than one acre.

<sup>19</sup>Ac/DU means “Acres per dwelling unit.” DU/Ac means “dwelling units per acre.” In the unincorporated Planning Area, one acre means 40,000 square feet; two acres mean 80,000 square feet. All other acreages are calculated at 43,560 square feet per acre.

<sup>20</sup>**Density** means the number of dwelling units per acre. In this table, **population density** refers to the number of persons per acre on the basis of 2.5 persons per dwelling unit, the 1990 Census average. **P/A** means “Persons per acre.” **P/Lot** means “Persons per legally existing lot.”

<sup>21</sup>Parcels of one acre or larger required for well and onsite septic system installation.

<sup>22</sup>The “X” designation means no further subdivision of the existing parcel.

<sup>23</sup>While the **minimum** lot size would be five acres, property could not be further subdivided on roads with levels of service of E or F.

<sup>24</sup>In the City, only **one dwelling unit** is permitted on an existing legally existing parcel of land, no matter what size the parcel.

<sup>25</sup>Lower densities (larger parcels) may be required. Densities up to 80 acres in RR, 160 acres in RMR or RL may be required.

<sup>26</sup>Represents the **maximum** population density.

General Plan Land use classification	Equivalent zoning district (informational purposes only)		Maximum density Dwelling Units per acre (DU/A)	Building Intensity % Lot coverage (non-res)	Population Density Persons per acre (P/A) 2.5 pers/unit (information purposes only)	Special requirements or notes about the applicability of this land use classification
	City	County				
Hillside, slope ≥21%	RR-H4 <sup>18</sup>	RR <sup>18</sup>	5 Ac/DU <sup>25</sup>		.25 P/A <sup>26</sup>	Special studies required

General Plan Land use classification	Equivalent zoning district (informational purposes only)		Maximum density Dwelling Units per acre (DUA)	Building Intensity % Lot coverage (non-res)	Population Density Persons per acre (P/A)	Special requirements or notes about the applicability of this land use classification
	City	County				
<b>LOW DENSITY RESIDENTIAL</b>						
LOS A, B, C	R1-6000 <sup>27</sup>	R-1	6 DU/A <sup>28</sup>		20 P/A	Public water/sewer
LOS D, E, F	R1-X	R-1	1 DU/Lot		2.5 P/Lot	Any system <sup>21</sup>
LOS A, B, C	R1-12000	R1-12000	3.5 DU/A		8.85 P/A	Public water or septic
LOS A, B, C	R1-5	RR-1	5 Ac/DU		2.5 P/A	Any system <sup>21</sup>
<b>MEDIUM DENSITY RESIDENTIAL</b>						
LOS A, B, C, D	R2	R-2, SR	14 DU/A		35 P/A	Public water/sewer
LOS E, F	R2-X	R-2, SR	1 DU/Lot		2.5 P/A	Any system <sup>21</sup>
LOS A, B, C, D	R2-12000	R-2, SR	3.5 DU/A		8.85 P/A	Public water or septic
LOS A, B, C, D	R2-5	R-2, SR	5 Ac/DU		2.5 P/A	Any system <sup>21</sup>
<b>HIGH DENSITY RESIDENTIAL</b>						
LOS A, B, C, D	R3, R4	R-3, SR	28 DU/A		70 P/A	Public water/sewer
LOS E, F	R3-X	SR	1 DU/Lot		2.5 P/A	Any system <sup>21</sup>

<sup>27</sup>The “6000” designation and any other number over 1,000 shown in the zoning district columns is used to identify that the density is “one dwelling unit per X,000 square feet of land area.” The “6000” means that a one acre parcel would permit seven dwelling units (43,560 ÷ 6000).

<sup>28</sup>The zoning districts shown in this Table are the zones in effect at the time that the General Plan was written. This table will be updated at the time of adoption to reflect necessary changes in zoning regulations related to density and intensity. Zoning districts are shown for information purposes only.

General Plan Land use classification	Equivalent zoning district (informational purposes only)		Maximum density Dwelling Units per acre (DU/A)	Building Intensity % Lot coverage (non-res)	Population Density Persons per acre (P/A) 2.5 pers/unit (information purposes only)	Special requirements or notes about the applicability of this land use classification
	City	County				
LOS A, B, C, D	R3-12000	SR	3.5 DU/A		8.85 P/A	Public water or sewer
<b>COMMERCIAL</b>						
LOS A, B, C, D	CN, C1, C2	C1,C2,RC	28 DU/A	40% <sup>29</sup>	70 P/A	Public water and sewer
LOS E, F	R3-X	C1,C2,RC	1 DU/Lot	40% <sup>33</sup>	2.5 P/A	Any system; Road mitigation required
LOS A, B, C, D	R3-12000	C1,C2,RC	3.5 DU/A	SFR only	8.85 P/A	Public water or sewer
LOS A, B, C, D	R3-5	C1,C2,RC	1 Ac/DU	SFR only	2.5 P/Lot	Any system <sup>21</sup>
<b>INDUSTRIAL</b>						
LOS A, B, C, D	M	I1,I2	No res <sup>30</sup>	40%	None	Public water/sewer required
<b>RESOURCE &amp; AGRICULTURE</b>						
Any LOS	AG <sup>31</sup>	N/A <sup>32</sup>	N/A <sup>33</sup>	.12 P/A	Labor housing in conformance with zoning	

<sup>29</sup>Higher lot coverage is permitted in the **Downtown Ukiah** and certain portions of the unincorporated Planning Area for locations where there is approved offsite parking. County lot coverage is 50 percent.

<sup>30</sup>One caretaker unit is permitted in conformance with zoning requirements. One single family residence and one accessory or second residential unit is allowed in Pinoleville Rancheria.

<sup>31</sup>County Resource Zones include RL-160, TP-160, FL-160, and RMR-640.

<sup>32</sup>Total number of dwelling units per parcel governed by the base zone, provided that the maximum of one dwelling unit may be located within the OS overlay zoning district subject to a conditional use permit.

<sup>33</sup>Level of service constraints are reviewed for agribusiness uses on the basis of a traffic study related to the type, volume, and timing of traffic generated by the use.

General Plan Land use classification	Equivalent zoning district (informational purposes only)	Maximum density Dwelling Units per acre (DU/A)	Building Intensity % Lot coverage (non-res)	Population Density Persons per acre (P/A)	Special requirements or notes about the applicability of this land use classification	
					City	County
OPEN SPACE						
Any LOS		OS	1 DU/Lot		.12 P/A	Any approved system
RECREATION						
Any LOS		OS,PF	1 Ac/DU	N/A <sup>33</sup>	2.5 P/A	Any approved system
RURAL COMMUNITY <sup>34</sup>						
Residential, LOS A, B, C, D <sup>35</sup>		R2,R3,SR,RC	28 DU/Ac		70 P/A	Public water and public sewer
Residential, LOS E, F		Zone + X <sup>22</sup>	1 DU/Lot		2.5 P/Lot	Public water or sewer
Residential, LOS A, B, C, D		R2,R3,SR,RC	3.5 DU/Ac		8.85 P/A	Well and septic
Residential, LOS A, B, C, D		R2,R3,SR,RC	1 DU/Ac		2.5 P/A	Any system <sup>21</sup>
Commercial, LOS A, B, C, D		R-2,R3,SR,RC	28 DU/Ac	30%	60 P/A	Public water and public sewer
Industrial, LOS A, B, C, D		I1, I2	Caretaker	30%	Caretaker	Public water and public sewer

<sup>34</sup>Included for use during development of the General Plan. If no lands within the Planning Area are designated RC in the Plan, this classification and data will be removed from the table.

<sup>35</sup>When located on a minor collector, residential, County Collector, or County Residential road.





## VII. GLOSSARY

**Adaptive reuse.** "Adaptive reuse" means the conversion of an existing building of historic, architectural, or cultural value from the use for which it was constructed to a new use compatible with neighborhood land uses by maintaining exterior integrity and adapting the interior to the new use.

**Added value.** "Added value" means the practice of processing a resource through additional steps in order to generate additional wealth/jobs within the community before the resource is sent outside the community.

**Adequate.** "Adequate" means a threshold meeting minimum standards established by either regulation, ordinance, code, policy, or accepted standards.

**Affordability.** "Affordability" (in relation to housing) means the ability of a family to spend less than thirty-five percent of its gross income on the cost of shelter, utilities, taxes, and insurance.

**Agriculture lands.** "Agriculture lands" means lands devoted toward the commercial growing of food and fiber.

**Agriculture preserve.** "Agriculture preserve" means lands under contract in concert with the provisions of the California Land Conservation (Williamson) Act. These lands are primarily devoted toward the production of food and fiber, but may also include other lands.

**Aircraft.** "Aircraft" means jets, airplanes, helicopters, hang-gliders, motorized gliders, and any form of aircraft whether or not it is regulated by the Federal Aviation Administration (FAA).

**Ambient noise level.** "Ambient noise level" means the composite of noise from all sources near and far. In this context, the ambient noise level constitutes the normal or existing level of environmental noise at a given location.

**And/or.** "And/or" means "or." If the Plan's direction is to accomplish "A" and "B," the word "and" is used. If the Plan's direction is to accomplish either "A" or "B" the word "or" is used. In certain situations in the Plan, the choice may be to state "and/or." If this is the case, it is used to denote that the Plan's direction is to accomplish any or all of the stated options. Accomplishing one option is as appropriate as accomplishing two or more.

**Annexation.** "Annexation" means the legal steps and actions taken to attach a territory of land to an incorporated City or a special district.

**Archaeology.** "Archaeology" means the scientific study of material remains of past cultures or human life and activities.

**Area Plan.** "Area Plan" means a component of the General Plan that provides more precise planning information for an identified territory covered by the General Plan. An area plan does not need

to conform to the full requirements of a General Plan or the requirements for contents of a Specific Plan. The Area Plan, however, must be internally consistent with the General Plan.

*Aesthetic qualities.* “Aesthetic qualities” means the selected characteristics that are subjectively used to judge appreciation of the subject..

*Aesthetics.* “Aesthetics” means the placement of criteria or judgement of the attractiveness of a development, area, or project.

*Board of Supervisors.* “Board of Supervisors” means the five elected officials governing the County of Mendocino.

*Building coverage.* “Building coverage” also means “lot coverage.” “Lot coverage” means the percent of lot area covered by a building footprint. “Building coverage” may also mean “density” when related to non-residential development.

*Building.* “Building” means structure. “Structure” means shelter, building, dwelling unit, or other physical development upon the land to house, protect, store, or cover persons or things.

*Business.* “Business” means a definition which includes agriculture but that preserves special distinctions afforded agriculture.

*California Code of Regulations.* “California Code of Regulations” (CCR) means the published official administrative regulations approved by the Office of Administrative Law. The regulations are administered by various state agencies and have the force of law as if the regulations were enacted by the Legislature. The regulations are noted as 14 CCR §15000, which reads “Title 14, California Code of Regulations, Section 15000.”

*Carrying capacity.* “Carrying capacity” means the maximum number of persons, businesses, vehicles, livestock, vines, or other measurable numbers that can physically be accommodated in an area or on a parcel of land at a given time.

*Case law.* “Case law” means an interpretation of a law to give it constitutional meaning by a Court of competent jurisdiction. An interpretation by an appellate court with jurisdiction over Mendocino County effectively modifies the law to mean that interpretation. A California Supreme Court decision affects the entire state. Federal Courts also effect case law.

*Citizen Advisory Committee.* “Citizen Advisory Committee” (CAC) means the collected public membership of a group designated by the City Council to be responsible for recommending and preparing the content of individual General Plan elements. CAC may also be used in implementing programs to recommend the formation of an ongoing group to deal with issues after the General Plan is adopted.

*City limits.* “City limits” means the area which is incorporated into the City of Ukiah as approved by the Local Agency Formation Commission.<sup>1</sup>

*Clustering.* “Clustering” means a means by which lots are grouped rather than spread evenly throughout a parcel as in conventional lot-by-lot development, without increasing overall density permitted by the general plan.

<sup>1</sup>We were unable to find a “legal” definition.

**CNEL: Community Noise Equivalent Level.** "Community Noise Equivalent Level" means the average equivalent sound level during a 24-hour day, obtained after addition of approximately five decibels to sound levels in the evening from 7:00 p.m. to 10:00 p.m. and ten decibels to sound levels in the night before 7:00 a.m. and after 10:00 p.m.<sup>2</sup>

**Commercial areas.** "Commercial areas" means lands where the purchase, sale, or other transactions occur involving the handling of articles, substances, or commodities for the purpose of livelihood or profit.

**Commercial recreation.** See "Recreation, commercial."

**Community development lands.** "Community development lands" means lands devoted toward the principal uses of residential, commercial, industrial, or public facilities.

**Conserve, conservation.** "Conservation" means the management of resources, including natural resources, cultural resources (includes archaeological and historic resources), and man-made resources in a manner that avoids waste, destruction, or neglect.

**Decibel (dB).** "Decibel" means a unit for describing the amplitude of sound, equal to 20 times the logarithm to the base 10 of the ratio of the pressure, which is 20 micropascals (20 micro-newtons per square meter).

**Density.** "Density" means for residential development, density is the number of residential dwelling units per acre. This tends to be reflected on parcels of one acre or less as "X units per acre of land area." For lands in which more than one acre is required for a residence, the density tends to be reflected as "X acres per dwelling unit."

**Department of Fish and Game.** "Department of Fish and Game" means the California Department of Fish and Game.

**Design review.** "Design review" means the public or agency review of the aesthetics of development: building appearance and character, colors, landscaping, location of parking, siting of the structure on its building site, and other issues related to the appearance characteristics of the development.

**Designated historic resource.** "Designated historic resource" means a structure that is identified as being listed on the National Historic Register, a California Historical Landmark, included in the California Inventory of Historic Resources, or an identified point of interest. A designated historic resource may also apply to historic buildings within an identified historic district even if the structure is only contributing or is not included on any of the historic lists or registers.

**Developer.** "Developer" means a person, firm, corporation, partnership, or association who proposes to divide, divides or causes to be divided real property into a subdivision or proposes to build, or builds a building or buildings.

**Development Elements.** "Development Elements:" means the collection of the Land Use, Fiscal Impact, Economic Development, Community Design, and Housing Elements of the General Plan.

<sup>2</sup>CNEL and  $L_{dn}$  represent daily levels of noise exposure averaged on an annual basis, while  $L_{eq}$  represents the average noise exposure for a shorter time period, typically one hour.

*Development.* "Development" means the improvement of land for the purposes of accommodating land uses.

*Downtown.* "Downtown" means the area identified in the Downtown Master Plan definition of downtown, and shown on the Downtown Map in Figure VI-5 on page VI-55.

*Draft Environmental Impact Report (DEIR).* "Draft Environmental Impact Report (DEIR)" means a document prepared in conformance with the requirements of the California Environmental Quality Act , Public Resources Code §21000 et seq.

*Draft General Plan and Growth Management Program.* "Draft General Plan and Growth Management Program." means the version of the General Plan recommended for adoption by the Planning Commission.

*Dwelling unit.* "Dwelling unit" means a single dwelling for habitation by individuals or families.

*Ecologically sustainable.* "Ecologically sustainable" means a threshold at which the consumption of a renewable resource is equal to its replacement level.

*Element.* "Element" means a component of the General Plan focusing on a development or resource issue.

*Encourage.* "Encourage" means to provide courage, support, or other passive actions designed to ally with another jurisdiction, city, county, or district's active actions to accomplish an action.

*Energy.* "Energy" means the capacity to perform work, most often in the form of electrical, thermal, or mechanical energy.

*Ensure.* "Ensure" means to take specific actions or make financial commitments that are intended to accomplish, achieve, or carry out an action. The word "insure" is commonly used in place of "ensure," but "insure" implies a fiduciary responsibility.

*Family.* "Family" for general purposes in the Plan means a group of individuals with a common bond by means of blood, marriage, or conscientiously established relations living together as a housekeeping unit sharing a dwelling unit. Within the Housing Element or any discussion that refers to "family income, "family" means persons living together who are related by blood or marriage.

*Final Environmental Impact Report (FEIR).* "Final Environmental Impact Report (FEIR)" means a document containing the contents of the Draft Environmental Impact Report, comments about the Draft, and responses to those comments as required by the California Environmental Quality Act.

*Final General Plan and Growth Management Program.* "Final General Plan and Growth Management Program." means the version of the General Plan adopted by the City Council for the City of Ukiah or the Board of Supervisors for the County of Mendocino. The Final General Plan is also called the "General Plan."

*Finding.* "Finding" means reason that a recommendation is being presented as a goal. A finding represents the thought process, the reasoning, and any supporting factual evidence (optional)

that provide a means for a reader of the General Plan to understand why a particular goal is proposed.

**Firebreak.** "Firebreak" means a barrier of cleared or plowed land intended to check forest, brush or grass fires.

**Fiscal Impact Analysis.** "Fiscal Impact Analysis." means a component of the General Plan Resource Directory that provides statistical information from which the operational, capital, or personnel costs of the General Plan's implementation may be estimated or understood in general terms.

**Future Ukiah.** "Future Ukiah" means the name that has been used to describe the overall General Plan revision and Growth Management process.

**General plan consistency.** "General plan consistency." means conformance with the legal requirement that each element of the General Plan has equal weight in the eyes of the law. No one element can contain policy direction that conflicts with the policy direction of other elements.

**Goal.** "Goal" is a broad statements that provide the blueprint for the future. Each goal establishes what the City desires to accomplish over the life of the Element. Goals are what the community desires to achieve.

**Grazing lands.** "Grazing lands" means lands used for the open ranging of livestock for the production of food or fiber.

**Greenbelt.** "Greenbelt" means publicly owned and maintained common lands in or surrounding specifically defined area of the City. Any greenbelt or similar land use restriction for agricultural land shall include as a prominent part thereof:

- a. Preservation of the existing irrigation water rights and supplies in full;
- b. Implementation of an effective right-to-farm ordinance;
- c. Reimbursement to the property owner for the value of development rights, forfeited or lost;
- d. Mandatory use valuation assessment for property tax purposes as currently provided on enforceably restricted lands;
- e. Preservation of the rights for landowners to utilize new technology for farming purposes; and
- f. Appropriate mitigation by local planning agencies to facilitate long term agriculture viability of operations adjacent to urban phasing boundaries.

Private and public lands that form a network which shall consist of, and is not limited to, open space, agricultural, scenic easements, riparian corridors, voluntary open space easements, parks, wildlife refuges, and low density residential uses, to maintain community separation and identity, recognizing the urban/rural nature of the City and its position in the Valley.

**According to Webster's a belt-like area around a City reserved by official authority for parkland, farms, or similar land uses that normally do not require dense or intense development.**

**Gross land area.** "Gross land area" means the area of a parcel lying within property lines, including any areas reserved by easements or dedications for public purposes. "Net land area" is the acreage remaining after the dedicated areas are deducted.

**Groundwater.** "Groundwater" means water stored in the earth which can supply wells and springs.

**Growth Management Steering Committee.** "Growth Management Steering Committee" means the official committee appointed by the City Council and charged with the responsibility of combining all research, all public beliefs, and the work of the Citizen Advisory Committees into the Preliminary Version of the General Plan.

**Hazardous materials.** "Hazardous materials" means any injurious substance, including pesticides, herbicide, toxic metals and chemicals, liquefied natural gas, explosives, and volatile chemicals.

**Historic fabric.** "Historic fabric" is a term that refers to the visual character, physical materials, siting style of established neighborhoods and historic structures.

**Household.** "Household" means the living arrangements of individual persons, groups of unrelated persons, or groups of related persons.

**Impervious surface.** "Impervious surface" means a portion of ground area which has been overcovered, paved, developed, or otherwise compacted so that the absorption rate of the soil has been reduced from its rate of permeability prior to the activity.

**Implementation measures.** "Implementation measure" means a program, direction, process, and system to put the General Plan into effect. In order to put the Element into day-to-day effect, implementation measures are adopted to provide instructions as to how projects are reviewed and what standards are to be achieved. For the most part, implementation measures are time specific or measurable standards. Time specific implementing measures tell the Council that a certain action is to be accomplished on at a specific time. This assists in planning budgets for the Road Department and Planning Department. Measurable implementation measures tell Staff which standards of review are to be used on an ongoing basis when assessing a project for approval.

**Incorporated area.** "Incorporated area" means lands within the City limits of Ukiah.

**Industrial areas.** "Industrial areas" means lands where the manufacture, fabrication, processing, or reduction occurs of any article, substance, or commodity. "Industrial areas" also means "employment centers."

**Industrial development.** "Industrial development" means improvement of land for purposes of accommodating industries.

**Infrastructure Elements.** "Infrastructure Elements:" means the collected group of elements addressing the facilities and services needed to accommodate existing and future populations. These are the circulation, community facilities, historic and archaeological resources, airport, and parks and recreation elements.

*Initial Version of the Ukiah General Plan and Growth Management Program.* “Initial Version of the Ukiah General Plan and Growth Management Program” (Initial Plan, Initial Version) means the General Plan workbook prepared by City staff and its consulting team for the use of the Growth Management Steering Committee.

*Intermittent streams.* “Intermittent streams” means streams that flow during the wet season, continue to flow after the period of precipitation, and cease to flow during at least part of the dry season.

*Inundation.* “Inundation” means to cover by flooding.

*Land capability.* “Land capability” means the intrinsic ability of natural resource to support particular land uses. See also carrying capacity.

*$L_{dn}$ : Day-Night Average Sound Level.* “ $L_{dn}$  : Day-Night Average Sound Level” means the average equivalent sound level during a 24-hour day, obtained after addition of ten decibels to sound levels in the night after 10:00 p.m. and before 7:00 a.m.

*Legislative actions.* “Legislative actions” means an action by the City Council on behalf of the City of Ukiah or the Board of Supervisors on behalf of Mendocino County to ordain or enact a law or code. A General Plan adoption, changing a zoning district, and enacting a noise control ordinance are examples of legislative actions.

*$L_{eq}$ : Equivalent Sound Level.* “ $L_{eq}$ : Equivalent Sound Level” means the sound level containing the same total energy as a time varying signal over a given sample period.  $L_{eq}$  is typically computed over 1, 8 and 24- hour sample periods. (Also see Footnote 37 on page VII-3).

*$L_{max}$ : Maximum loudness.* “ $L_{max}$  : Maximum loudness” means the maximum sound level recorded during a noise event.

*$L_n$ : Loudness percentage.* “ $L_n$ : Loudness percentage” means the sound level exceeded “n” percent of the time during a sample interval.  $L_{10}$  equals the level exceeded 10 percent of the time ( $L_{90}$ ,  $L_{50}$ , etc.)

*Local Agency Formation Commission.* “Local Agency Formation Commission” means the Mendocino County Local Agency Formation Commission (LAFCo) appointed pursuant to the Cortese-Knox Local Government Reorganization Act.

*Local business.* “Local business” is meant to describe businesses within the sphere of influence of the planning project unless specifically stated otherwise.

*Lot coverage.* “Lot coverage” means the percent of lot area covered by a building footprint.

*May.* “May” means a permissive action that generally will permit a choice between two or more mandatory options. The use of the word “may” without providing defined choices means that the directive or action is optional — either to be implemented or ignored.

*Mineral resource lands.* “Mineral resource lands” means surface and subsurface lands which naturally contain chemical elements or compounds, or groups of elements and compounds formed from inorganic processes and organic substances but excluding geothermal, natural gas, and petroleum resources.

*Multiple family residential.* "Multiple family residential" means a single lot or parcel upon which more than one dwelling unit is constructed and retained within a single ownership.

*Native vegetation.* "Native vegetation" consists of all the plant, grass and tree species which naturally occur in the Ukiah Valley, and which exist and propagate without human intervention or assistance.

*Natural Resource Lands.* "Natural Resource Lands" means lands devoted principally toward the conservation, preservation, and or development of water or land resources.

*Natural resources.* "Natural resources" means anything in the physical realm (not man made) that can be used or is identified through the human senses of smell, sight, sound, odor, or touch.

*Net land area.* "Net land area" is the acreage remaining after the dedicated areas are deducted.

*Noise Element Guidelines.* "Noise Element Guidelines" means the guidelines for preparing a noise element from the Office of Noise Control.

*Noise exposure contours.* "Noise exposure contours" means lines drawn about a noise source indicating constant levels of noise exposure. CNEL and  $L_{dn}$  contours are frequently utilized to describe community exposure to noise.

*Office of Planning and Research.* "Office of Planning and Research" means the Gubernatorial support agency of the State of California serving the Governor.

*Open space.* "Open space" means as defined in Government Code §65560(b): "Open-space land" means any parcel or area of land or water which is essentially unimproved and devoted to an open-space use as defined in this section, and which is designated on a local, regional or state open-space plan as any of the following:

(1) Open space for the preservation of natural resources including, but not limited to, areas required for the preservation of plant and animal life, including habitat for fish and wildlife species; areas required for ecologic and other scientific study purposes; rivers, streams, bays and estuaries; and coastal beaches, lake shores, banks of rivers and streams, and watershed lands.

(2) Open space used for the managed production of resources, including but not limited to, forest lands, rangeland, agricultural lands and areas of economic importance for the production of food or fiber; areas required for recharge of ground water basins; bays, estuaries, marshes, rivers and streams which are important for the management of commercial fisheries; and areas containing major mineral deposits, including those in short supply.

(3) Open space for outdoor recreation, including but not limited to, areas of outstanding scenic, historic and cultural value; areas particularly suited for park and recreation purposes, including access to lake shores, beaches, and rivers and streams; and areas which serve as links between major recreation and open-space reservations, including utility easements, banks of rivers and streams, trails, and scenic highway corridors.

(4) Open space for public health and safety, including, but not limited to, areas which require special management or regulation because of hazardous or special conditions such

as earthquake fault zones, unstable soil areas, flood plains, watersheds, areas presenting high fire risks, areas required for the protection of water quality and water reservoirs and areas required for the protection and enhancement of air quality.

*Overall General Plan Goals and Policies.* "Overall General Plan Goals and Policies" means the primary goals and policies establishing the parameters within which all other goals and policies must fall.

*Park, pocket.* "Pocket park" means a public space of greenery and places to sit or relax that is not large enough to provide land area for organized or active recreation activities. Generally pocket parks do not have picnic areas, but may have small playground areas.

*Perennial stream.* "Perennial stream" means streams that flow throughout the year.

*Planning area (definition in law).* "Planning area" means "any land outside of the [City's] boundaries which in the [City's] judgement bears a relation to its planning."<sup>3</sup> (Please refer to the second paragraph in Chapter II.A.1 located on page II-2)

*Planning periods.* "Planning periods" mean that timeframe in which an activity is to take place. The *short-term planning period* is from the date of adoption through year five; the *intermediate-term planning period* is from years five through ten; and the *long-term planning period* is from years ten to twenty.

*Policy.* "Policy" means a further definition a goal to establish City policies. The policies provide direction to Staff, the public, and future councils as to how each project is to be reviewed under the provisions of the Circulation Element. A policy breaks the goal into achievable segments.

*Policy document.* "policy document" means an adopted written program that is intended to provide direction to the City or County in reaching development-related and capital improvement-related decisions.

*Potential agriculture uses.* "Potential agriculture uses" means unrealized or undeveloped uses of land which are related to the commercial production of food or fiber.

*Preliminary Version of the Ukiah General Plan and Growth Management Program.* "Preliminary Version of the Ukiah General Plan and Growth Management Program (Preliminary Plan)" means the General Plan recommended by the Growth Management Steering Committee for the Planning Commission's action.

*Preserve, preservation.* "Preservation" means the management of resources, including natural resources, cultural resources (includes archaeological and historic resources), and man-made resources in a manner to maintain and protect, preclude destruction, and otherwise keep from harm, spoilage, destruction, or danger.

*Public-private facilities.* "Public-private facilities" means those facilities and/or grounds that are jointly developed, owned or operated by public and private entities.

<sup>3</sup>"Each planning agency shall prepare and the legislative body of each county and city shall adopt a comprehensive, long-term general plan for the physical development of the county or city, and any land outside its boundaries which in the planning agency's judgment bears relation to its planning. Chartered cities shall adopt general plans which contain the mandatory elements specified in Section 65302." (Government Code Section 65300)

**Public sewer.** "Public sewer" means a public entity formed under provisions of California law for the purposes of collecting, treating, and disposing of liquid waste, septage, or sewage.

**Public water.** "Public water" means water for domestic or irrigation use which is collected, stored, or delivered to users by a public entity formed under provisions of California law.

**Quality of life.** "Quality of Life" means the term as it is used in the Vision Statement.

**Quasi-judicial actions.** "Quasi-judicial actions." means an action based on the discretionary judgement and interpretation of the local government. Quasi-judicial decisions may be delegated by the City Council or Board of Supervisors to appropriate appointed bodies, such as the Planning Commission, Redevelopment Authority, or a Design Review Committee.

**Recreation, commercial.** "Commercial recreation" means a land use with the primary purposes of providing to the general- or a limited-public a recreation-based or -oriented service by a private entity or proprietorship. Examples include and are not limited to a private fish hatchery with fishing, a privately owned campground, or river-based resort.

**Regulatory program.** "Regulatory program" means an implementation measure that is intended to carry out General Plan policies with the force of law or administrative code.

**Residential areas.** "Residential areas" means lands which are principally used for dwelling units and associated uses, although it may also be used for secondary, nonresidential purposes.

**Residential development.** "Residential development" means the improvement of land for the purpose of accommodating dwelling units.

**Resource Elements.** "Resource Elements" mean the collection of General Plan elements addressing issues related to the natural and human environment. This includes the Open Space and Conservation, Noise, Safety, and Energy elements.

**Riparian corridor.** "Riparian corridor" consists of the aggregate vegetative and associated wildlife areas occurring along the entire length of a natural, freshwater course of water.

**Riparian vegetation.** "Riparian vegetation" means plant material living near or on the banks of watercourses or lakes.

**SEL (Sound Exposure Level) or SENEL (Single Event Noise Exposure Level).** "Sound Exposure Level" or "Single Event Noise Exposure Level" means the level of noise accumulated during a single noise event, such as an aircraft overflight, with reference to a duration of one second. More specifically, it is the time-integrated A-weighted squared sound level for a stated time interval or event, based on a reference pressure of 20 micropascals and a reference duration of one second.

**Sewage.** "Sewage" means any liquid waste containing organic or inorganic matter in suspension or solution.

**Shall.** "Shall" means a mandatory action that is not subject to discretion or variance.

**Should, could, can.** "Should," "could," or "can" mean "may." Even though these words are commonly used in everyday written documents and conversations, if used within the General Plan, these

words precede permissive actions. "Should" also means that if circumstances permit an action may occur. "Could" also means that if there is support or desire to carry out an action it may occur. "Can" also means "could."

*Solar access.* "Solar access" means direct, unobstructed exposure to the sun's rays.

*Sound level.* "Sound level" means the sound pressure level in decibels as measured on a sound level meter using the A-weighting filter network. The A-weighting filter de-emphasizes the very low and very high frequency components of the sound in a manner similar to the response of the human ear and gives good correlation with subjective reactions to noise.

*Special district.* "Special district" means a local governmental entity formed under provisions of California law for purposes of providing a public utility or service.

*Sphere of influence.* "Sphere of Influence" means a "...plan for the probable, ultimate, physical boundaries and service area of the [City] as determined by the [Local Agency Formation] Commission." (Government Code §56076)

*Structure.* "Structure" means shelter, building, dwelling unit, or other physical development upon the land to house, protect, store, or cover persons or things.

*Subdivision ordinance.* "Subdivision ordinance" means the legislative code enacted to regulate the review, process, and action associated with dividing land into more than one saleable parcel.

*Substantive businesses.* "Substantive businesses" means businesses that provide for living wages and have a multiplying effect on business by creating or encouraging spin-off business activity.

*Suitability.* "Suitability" means the ability of certain basic facilities (such as roads, water systems, sewage disposal systems, etc.) to support certain uses of land.

*Sustainable.* "Sustainable" means any process which can maintain production over long time periods without harm to community and depletion of resources.

*Timber.* "Timber" means trees of any species maintained for eventual harvest or forest product purposes, whether planted or of natural growth, including Christmas trees, but not including nursery stock.

*Traffic Management Plan.* "Traffic Management Plan" consists of a plan or strategy for reducing demand on the road system, and a comprehensive strategy to address the problems caused by additional development, increasing trips, and a shortfall in transportation capacity. The "Traffic Management Plan" concept focuses on more efficiently utilizing existing transportation systems rather than expanding them.

*Unincorporated area.* "Unincorporated area." means lands under the jurisdiction of the County of Mendocino.

*Viability.* "Viability" means economic or physical feasibility.

*Viewshed.* "Viewshed" means the area that can be viewed by a person when looking in a specific direction. Generally, a viewshed means a wide panoramic view that is unobstructed with no

visual distractions and identified or preserved/conserved for public enjoyment. A narrow viewshed, such as a tree-lined street, is generally called a "streetscape."

*Vision Statement.* "Vision Statement" means the five part declaration of what the people of Ukiah in 1992 believe the City should be in twenty years.

*Week long economy.* "Week long economy" means business activity that occurs on weekends and after work hours.

*Will.* "Will" does imply "shall," but in legal terminology "shall" is always defined as mandatory, and "will" is not defined.

*Zoning ordinance.* "Zoning ordinance" means the legislative code enacted by the City or County to regulate the physical development and use of land.





Figure VI.4-MM: Land Use Classification within the City; North Area (Overlaps other maps)



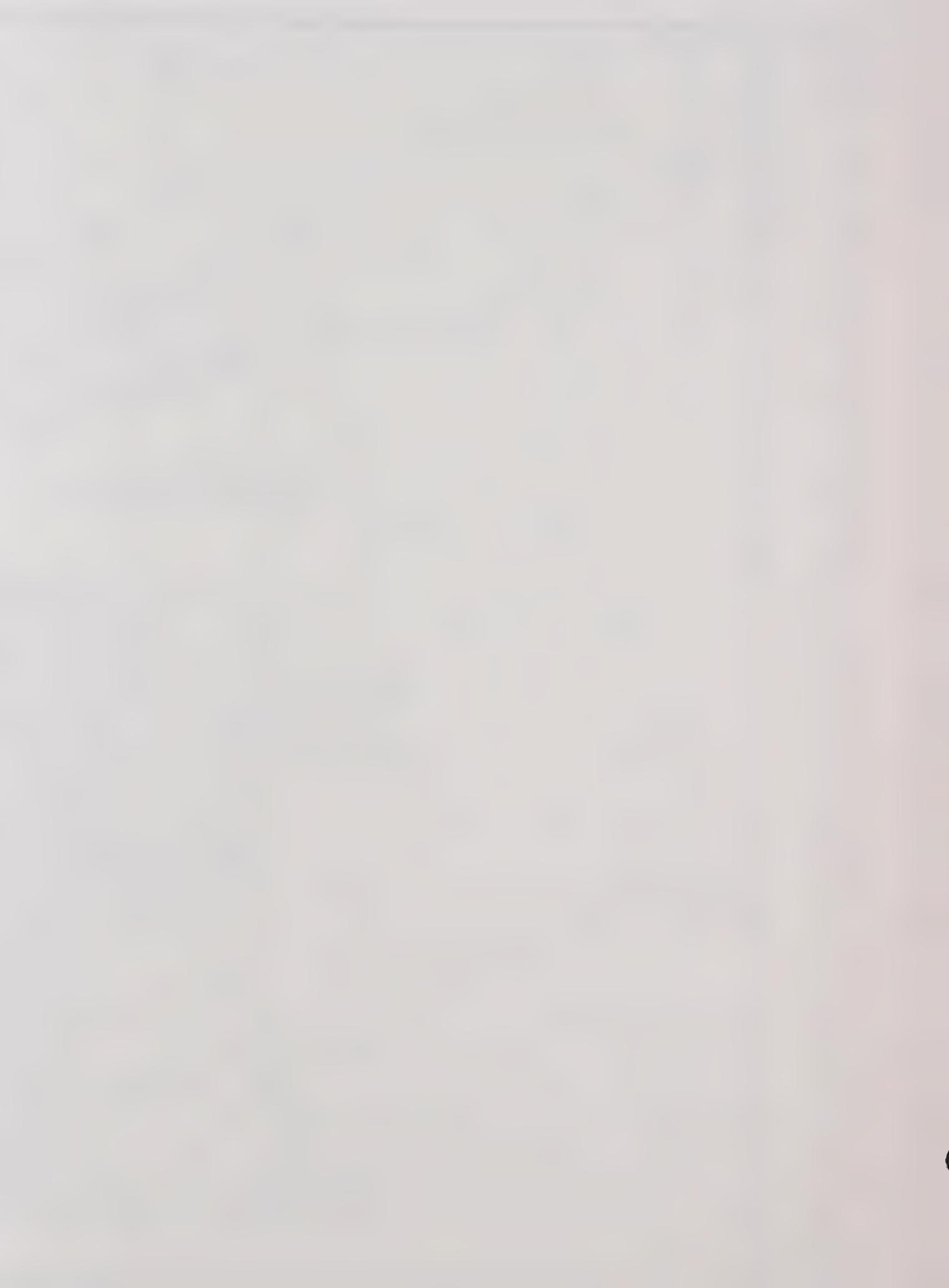




Figure VI.4-NN: Land Use classifications within the City; Central Area (overlaps other maps)

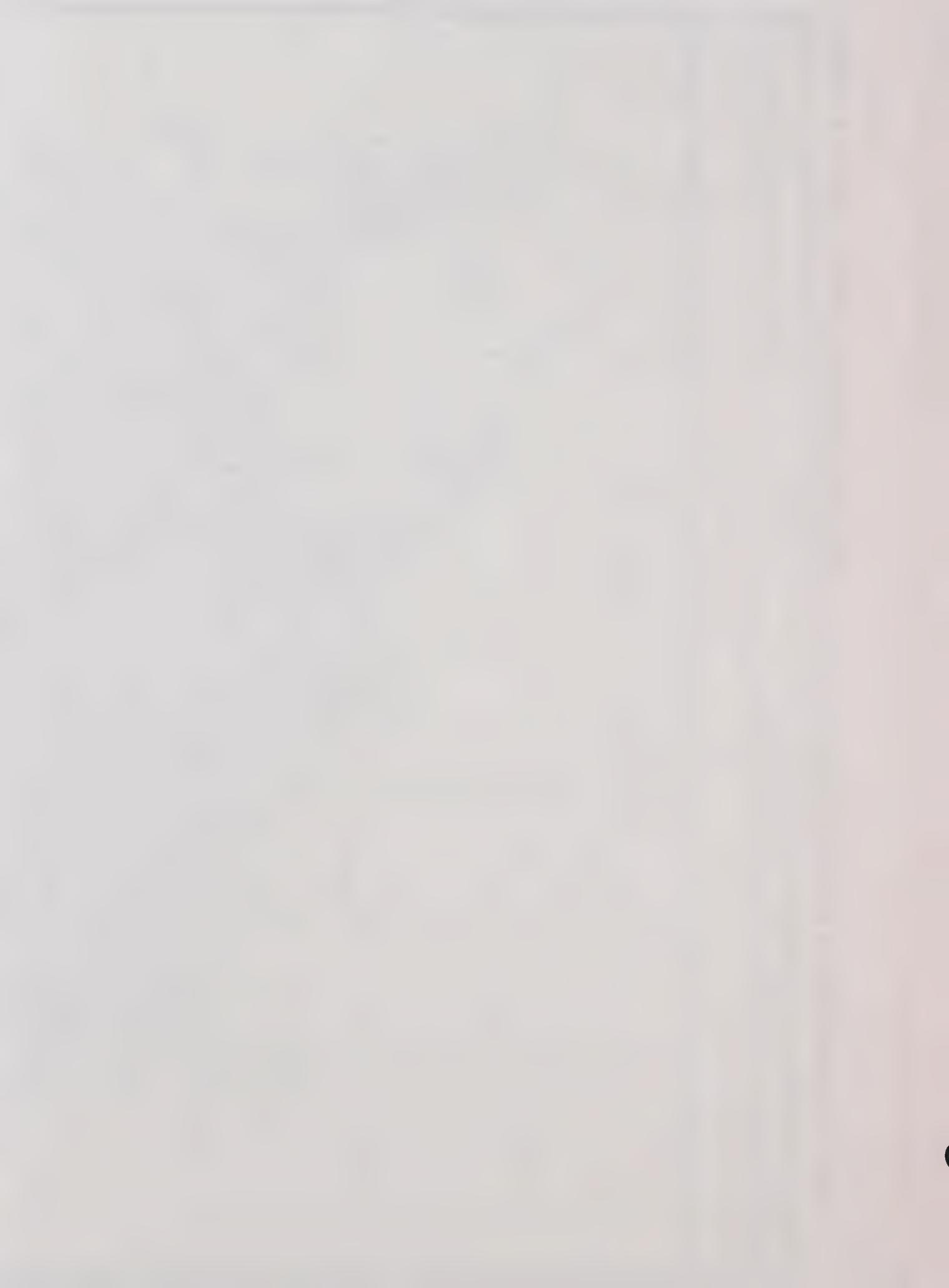




Figure VI.4-00: Land Use classifications within the City; South Area (overlaps other maps)



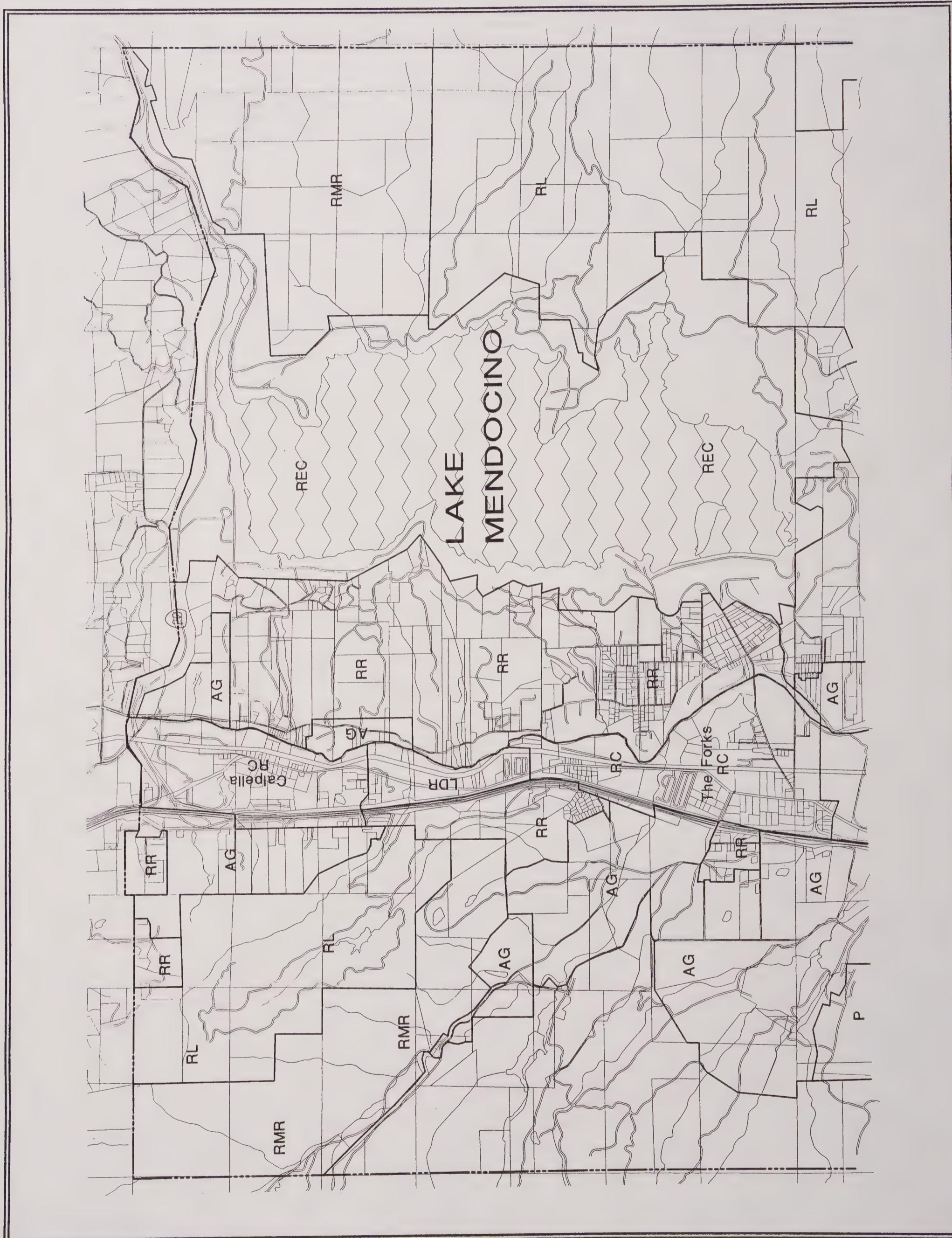


Figure VI.4-PP: Land Use classifications within the Planning Area; North Area (overlaps other maps)





Figure VI.4-QQ: Land Use classifications within the Planning Area; Central (overlaps other maps)





**Figure VI.4-RR: Land Use classifications within the Planning Area; South (overlaps other maps)**

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